

MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

PUBLIC SERVICES IN INDIA

RELATING TO THE

AGRICULTURAL DEPARTMENT,

At Delhi, Tuesday, 11th November, 1913.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

SIR VALENTINE CHIROL.

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And the following Assistant Commissioner:—

B. C. BURT, Esq., Deputy Director of Agriculture, Central Circle, Cawnpore.

R. R. SCOTT, Esq. (*Joint Secretary*).

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Written Statement relating to the Agricultural Department.

68044. In this memorandum I propose to deal with the various points of reference as affecting the following branches of the Service:—

(1) The Imperial Staff at Pusa and serving under the Government of India.

(2) The Imperial Staff in the Provinces.

(3) The Provincial or Gazetted Subordinate Staff at Pusa.

(4) The Provincial Staff in the Provinces.

(5) The Subordinate Staff.

To take these in order: the terms of reference apply equally to the Imperial staff at Pusa and that in the Provinces.

(I AND II) IMPERIAL STAFF AT PUSA AND IN PROVINCES.

68045. (I) **Methods of Recruitment.**—The Indian Agricultural Service is recruited by the Secretary of State in England, and Indians possessing the necessary qualifications may be selected by the Secretary of State. It was decided in 1910 that the time had not yet come for the Government of India to make appointments to this Service by direct selection in India as is done in the case of the Enrolled List of the Finance Department and certain other Services, but the Government of India have, since January, 1912, arranged, on the occurrence of a vacancy, to ascertain before addressing the Secretary of State whether Local Governments have any recommendations to make on behalf of the members of the Provincial Services.

The qualifications required from candidates for appointments are laid down in rules (copy attached) prepared by the Secretary of State in 1910. Candidates must ordinarily be between 23 and 30 years of age, and preference is given to British-born subjects and to distinguished graduates of some University in the British Empire. Officers selected are on probation for three years and must (unless specially exempted) pass an examination in a vernacular language within two years.

These arrangements have worked satisfactorily and have on the whole secured a good class of men. But, as other qualifications than mental capacity and practical experience are necessary for successful work in India, I would suggest that the Secretary of State be assisted in his selection by one or two Anglo-Indians—either members of the Indian Civil Service or of the Indian Agricultural Service—who might help in gauging the general aptitude of candidates and the likelihood of their success in an Indian career.

The above remarks apply to first appointments.

With regard to the recruitment of a staff for Pusa, I consider that the appointments at Pusa should be considered the prizes of the Service and that, when vacancies occur there, the best men from the Provinces should be selected to fill them. This principle should be applied also in officiating vacancies of six months or over. It is absurd (though in some cases inevitable) that a Supernumerary of a few months' service should, as has happened, officiate as an Imperial Expert.

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68046. —(II) **System of Training and Probation.**—In theory recruits for the Department join as Supernumeraries on probation and receive a considerable amount of training either at Pusa or in a Provincial Department before they are posted to an independent charge. In practice, however, it has been found practically impossible to do this and, in many cases, men have had to learn local conditions as they could; being posted to independent charges almost immediately on arrival.

Agricultural recruits should, as a rule, be trained in the Provinces to which it is intended to post them ultimately. They can thus begin at once the study of the language. If possible, they should also put in at least three months at Pusa.

Other specialists, e.g., Chemists, Botanists, Entomologists, etc., should have at least one year's training at Pusa before they are posted to provinces. Probationers if not found suitable should be dispensed with and not be retained for the full period of probation.

68047. (III), (V), and (VI) **Conditions of Service, Leave, and Pension.**—These, except in individual cases governed by special agreement, are determined by the European Service Leave Rules and the ordinary Pension Rules of the Civil Service Regulations. Representations on these points, asking for an improvement in the Leave Rules and a pension after 25 years together with a Family Pension Fund on the lines of the Indian Civil Service Fund, have been made by various members of the Service, but it is presumed that the decision of these points as affecting the Agricultural Service will follow the general recommendations made with reference to other Services similarly constituted. As in the case of the Indian Educational Service (Article 403, Civil Service Regulations), a member of the Indian Agricultural Service, if appointed at an age exceeding 25 years, should reckon as service qualifying for pension (Superannuation) the number of completed years by which his age may at the time of appointment have exceeded 25 years.

It should be open to a probationer and to Government to terminate his services before the expiry of the due date on three months' notice on either side and a return passage should be given to him.

The members of the Indian Agricultural Service enjoy the benefits of the General Provident Fund.

68048. (IV) **Conditions of Salary.**—At first the pay of each officer was determined according to circumstances as he was recruited, but in 1905 a general scale of pay was adopted which followed the lines of that in force in the Education Department. For the first three years the pay was fixed at Rs. 400—30—460 and afterwards at Rs. 500—50—1,000, no exchange compensation being allowed. The bulk of the Imperial officers and all officers in charge of Colleges were given in addition a local allowance of Rs. 100 per mensem. Officers serving in Burma are given a local allowance of Rs. 100 per mensem provided their aggregate pay and allowances do not exceed Rs. 1,000 per mensem.

Special arrangements have, however, been made in certain cases, either (a) by the addition of personal allowances, or (b) by granting special rates of pay. There is no fixed pay for the Head of the Department; that enjoyed by the first Inspector-General of Agriculture being put at Rs. 1,750—100—2,250 for him personally, and that now drawn by the Agricultural Adviser being Rs. 2,000. Special terms outside the ordinary rates are also prescribed for Agricultural Engineers.

The scale of pay for Imperial Officers at Pusa and for Imperial Officers in the Provinces is the same; but, as will be seen from paragraph 10 of the rules for appointments to the Indian Agricultural Service, officers filling appointments directly under the Government of India are eligible for local allowances on the following scale:—

	Per mensem.	Rs.
From 4th to 10th year of service	100
From 11th to 15th year of service	150
Over 15 years' service	200

In some cases also personal allowances are given.

I do not consider that the present arrangements as to pay are satisfactory. As at present arranged, a member of the Indian Agricultural Service reaches his maximum pay after 13 years; or probably before he is 40 years of age; and has to continue serving till 55 on the same scale of pay. This is very apt to damp enthusiasm and produce discontent, if not actual indifference. I think, therefore, that the scale of pay should be revised somewhat as follows:—

Probationary years—

	Rs.
1st	400
2nd	430
3rd	460
Confirmed 4th to 13th ...	500—50—1,000
14th and 15th	1,000
16th to 20th	1,050—50—1,250
21st to end of Service...	1,300—50—1,500

The local allowances at Pusa and for Principals of Colleges and the Burma allowance should be retained and the right to grant personal allowances in very exceptional cases when the maximum of salary had been reached might be reserved. In view of the very great importance I attach to Pusa attracting the very best men in the service, I would raise the local allowance to Rs. 250 per mensem irrespective of length of Service.

With regard to Supernumeraries: Officers in the Supernumerary grade should draw the pay of the grade so long as they remain Supernumeraries. But should they, while still Supernumeraries, be gazetted to officiate in a substantive post, they should draw a salary of Rs. 500 per mensem. At present the scale of pay for Supernumerary Officers is Rs. 400—30—460, with rent-free quarters or equivalent house allowance. If the officer is confirmed he is promoted to the grade of Rs. 500—50—1,000, but in this grade 10 per cent. is deducted for house rent, the result being that in the 4th year of his service he draws at least Rs. 10 per mensem less than in his third year. I would suggest that in his 4th year or first year of confirmation an Officer should be exempted from the payment of house rent.

Considerable dissatisfaction has been felt by members of the Service on account of the recruitment of various Officers—in some cases their contemporaries at Cambridge and below them in the class lists—on special rates of pay higher than men of equal standing, who joined the Service in the ordinary way as probationers, are drawing. Without, however, an adequate reserve to meet leave vacancies and to fill permanent vacancies that may occur it is perhaps difficult to prevent this. If a direct appointment has to be made to fill the post of Agricultural Chemist, Entomologist or Economic Botanist it is only natural that a more senior man with some experience should be required; and naturally he expects a higher rate of pay than a probationer. The grievance will disappear as the Service grows older, i.e., as the staff recruited as probationers grow older the chance of pay higher than or as high as they draw being offered to a newly-appointed Officer will become less and less. But up to the present it certainly has been a source of irritation to some of the junior members of the Department.

68049. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing division of Services into Imperial and Provincial.**—It may be said that no limitations exist in the employment of non-Europeans. Whenever suitable Indians are available their cases are considered, and it may be said that this is a policy which will be steadily pursued. But there are natural limitations which have, up to date, militated against a large employment of Indians. Most of the Indian gentlemen who have obtained the necessary educational qualifications come from the literary and not from the cultivating classes, and in consequence are somewhat deficient in the sympathy which is absolutely essential to success.

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ful working with cultivators. For the same reason the efficiency of an Indian Agricultural Officer is greatest when he is employed in the province to which he belongs. Considerations of language, customs, religion, etc., lessen his efficiency when he is taken out of his local conditions. I am of opinion that, for the present, the educated Indian agricultural expert can best be employed on the teaching side or on scientific research: though in the latter case this will mostly be confined to the more accurate sciences like chemistry. The present Mendelian cult in botany requires a scientific imagination, which can only be stimulated by long residence in the scientific atmosphere where it flourishes, and although I am far from suggesting that an Indian student is incapable of acquiring this bent we have not as yet found any instances of its acquisition.

Similarly, I consider that for the present the driving force necessary to stimulate agricultural development must come from Deputy Directors recruited in Europe. That the Department will ultimately contain many Indian gentlemen in its higher grades I have no doubt, but the necessary recruitment of Europeans should not be stopped on that account. The Department must expand, and in a few years the bulk of the recruitment will come from Indian graduates. But at the beginning the leaven must be supplied by European officers till an indigenous agency is available. But expansion should not be delayed till this local material is available.

It is, however, I may say, the fixed policy not only of the Government of India, but of Provincial Departments of Agriculture to recruit Indian candidates whenever suitable ones can be found: and, even at present, there are one or two suitable candidates who will probably receive early appointments.

With regard to the working of the existing division of service into Imperial and Provincial, it may be said that in most Provinces the Provincial Service has not yet been finally graded, but that proposals for revision will come up for sanction as Departments expand and the qualifications of members of the Service become better standardised: at present the Provincial Service is recruited from the best graduates of the Agricultural Colleges of India and, in the higher grades, by men who have had a European or American training.

The members of the Provincial Agricultural Service are not barred from appointment to the Indian Agricultural Service if selected by the Secretary of State, but there is no regular promotion from the Provincial to the Imperial Service, nor are there any "listed" posts. Posts ordinarily held by the Indian Agricultural Service may be held by members of the Provincial Agricultural Service or Subordinate Agricultural Service, but such tenure does not connote promotion to the Indian Agricultural Service, the officers holding the posts remaining as before in the inferior services, and receiving an allowance for the charge. The Provincial Services for Pusa and for the different Provinces are each on a distinct cadre, and Provincial and subordinate officers are recruited and transferred, etc., entirely by the Local Government concerned. It may be added that it is from the Provincial Service that promotion of Indians to the Imperial Service will, as a rule, be made. In the Provincial Service they receive that further practical training which proves their initiative and worth: and obtain the local experience which qualifies them to be useful officers. Promotion from these grades is, I think, on the whole, in the case of Indians, preferable to direct appointment from an English University.

68050. (VIII) *Relations of the Service with the Indian Civil Service and other Services.*—The relations with the Indian Civil Service are very close, as, since 1906, Provincial Directors of Agriculture have been members of the Indian Civil Service. In 1911 it was decided that the post of the Director should, for the present, be filled by Civilians, but that it should not be specially reserved for them,

and that Agricultural Officers should be tried in officiating vacancies as opportunities occurred.

There is now an unanimous demand from the service that Directors of Agriculture should be recruited from the members of the Indian Agricultural Service, the main argument being an analogy with the Forest Public Works Department, Police, etc. This, in my opinion, is no analogy at all. The Departments with which a comparison is made deal with one branch of work only, in which the technical supervision and administrative control can easily be exercised by a member of the Department. In the Agricultural Service we have many branches—Agriculture, Chemistry, Botany, Entomology, Veterinary Science, etc. From what branch are we to take our Director? But apart from the administrative control, the functions of a Director are quite different from those of the head of any other Department. It is in the relations with the general agricultural community that the necessity for a Civilian Director is justified. There is no Department that has such close relations with the people; and, to establish these relations, it is desirable to have an officer who has, by settlement training, got an intimate knowledge of local requirements, a sympathetic appreciation of difficulties and, above all, a thorough knowledge of the vernacular. I do not say that these qualifications cannot be obtained by members of the Agricultural Service, but it seems to me somewhat strange that there should be such a general desire to abandon the special scientific work for which they were recruited in favour of administration. In certain cases when chemists have been appointed principals of colleges they have, on their own admission, done practically no research work; and the administrative duties of a Directorship will practically mean that the officer appointed will absolutely abandon the special line of work for which he was appointed. We must have specialists in administration as well as in science. In agriculture this is especially necessary. It is the link between the research work of the Agricultural Expert and the cultivator that we want to forge, and for this an experienced Indian civilian is, I think, the best qualified.

I do not wish to suggest that intersectional jealousy might seriously affect efficiency; though I think there is reason to anticipate this. There is considerable resentment on the part of the Civil Veterinary Department at the idea of being subordinated to an officer of the Indian Agricultural Service—a junior Service—though they accept a member of the Indian Civil Service as a solution of the position. In my opinion any success achieved up to date has been due to the unity of purpose which has been possible by having a disinterested head. Where this has not been achieved things would have been much worse if a member of the Agricultural Service had been Director.

In my opinion it will be a much better thing for the Department and the agriculture of the country if the legitimate ambitions of the Service are met by a suitable enhancement of pay which will permit of research under conditions of security and contentment. But, if the Civilian Director is retained, there are certain qualifications which should be insisted on. He should be an Officer of about 10 to 12 years' service, who has proved a successful Settlement Officer, well up in the vernacular and known for his sympathy with the people and interest in rural problems. It would be an advantage if he had some training in the principles of agriculture, and he should hold the appointment for five years.

The importance of the question of Rural Development in India appears to me to be assuming such proportions that it is for consideration whether it would not justify the creation of a post of Rural Commissioner in all provinces with a similar appointment in the Government of India. Under this Officer would be placed the Departments of Agriculture, Veterinary Science, Co-

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Operative Credit, Industries and Famine or Scarcity. In the provinces he would have such junior assistants for each branch as are necessary; he would continue to be Director of Agriculture, but would be given as Personal Assistant a senior member of the Agricultural Department with a substantial personal allowance, he would be Registrar of Co-operative Credit Societies, and would have, as assistants, a sufficient number of trained juniors.

In the Government of India, the Directorship at Pusa would be revived and given to one of the members of the Pusa Staff. In Veterinary matters the Rural Commissioner would be advised by a senior member of the Civil Veterinary Department to whom, as to the officer at Pusa, an allowance of say Rs. 200 per mensem would be given. In this way the work of the Indian Empire on the lines of rural development would be systematised, and steady and uniform progress along definite lines guaranteed.

I am aware that these proposals go somewhat against the principles of decentralisation; but the development of measures for rural progress is one which must be co-ordinated and studied as a whole and for this reason a centralised controlling agency seems desirable.

Of the other departments of Government with which the Agricultural Department has relations, the Education and Irrigation are the most important. There has been a gratifying amount of collaboration with these Departments in questions which concern both, and the tendency is on the increase.

(III) THE PROVINCIAL (OR UPPER SUBORDINATE) SERVICE AT PUSA.

68051. *GENERAL*.—With the expansion of the Agricultural Department in the superior ranks from 1903 onwards it became necessary to add assistants to experts, but the men then appointed had not for the most part received any previous agricultural training, and it was not possible to lay down any general scale of remuneration. The pay given was fixed tentatively for only a few years ahead, and not infrequently was personal to individual officers and based on their individual merits. This method has not even yet been wholly departed from, and no complete Provincial Service with fixed prospects from recruitment to pension yet exist either in the Imperial Sections or in any province. Some whose position approximates to that of a Provincial Service have been given gazetted rank, but even so the dividing line between "Provincial" and "Subordinate" service is not clearly defined. The reasons for this state of affairs are, briefly, that it cannot yet be said what conditions must eventually be offered to attract suitable candidates, and the present assistants have not reached a stage at which it can be said that they will be qualified to fill the highest posts that would have to be created to make the complete service attractive.

It has been considered unnecessary and impossible to create high posts in a service to which no present officers could hope to rise for a considerable number of years and to fill which it is not certain that they will be qualified. The present position is, therefore, inchoate.

In connection with the Pusa Institute, in 1904 the following staff was sanctioned:—

	Rs.
1. Assistant Agricultural Chemist	250—300
2. Assistant to the Cryptogamic Botanist	200—5—250
3. Assistant to the Entomologist	200—5—250
4. Assistant to the Economic Botanist	200—5—250
5. Veterinary Graduate	200—5—250
6. Teacher of Physics and Mechanics	200—5—250
7. Surveyor	150—5—200

These posts were created on the condition that they should not be filled until the actual necessity arose. The rates of pay were then considered to be the maxima rates for such men as were then

obtainable, and it was proposed to employ them on a probationary pay of Rs. 100 per mensem for three years in the first instance and to give them a training for the work required.

Experience, however, showed that it was not necessary to keep the men recruited on the long probationary status, as they were found qualified, and consequently they were confirmed and given the sanctioned scale of pay, viz., Rs. 200—5—250. When it was decided that Pusa should give only post-graduate courses instead of the complete course of five years (three years ordinary and two years post-graduate) the posts of teachers of physics and of surveying were kept vacant for a time and ultimately absorbed.

With the development of the work of the Institute additional posts of assistants on lower scale varying from Rs. 50—75 and Rs. 75—125 were created. In 1907 proposals were made for raising the pay of the subordinate officers, on the strength of development indicated in two Memoranda drawn up by the Imperial Entomologist and the Imperial Mycologist, in which these officers submitted proposals for a Provincial Service on the following scale:—

Pusa.			Rs.
10 Assistants	...	...	100—5—150
10 Do.	...	...	200—5—250
5 Do.	...	...	250—30—400
6 Do.	...	...	300—50—600
31 (total)			

These proposals were not, however, considered by the Government of India because they thought that as the Agricultural Department was in an experimental stage, it was difficult to find suitable candidates for the highly paid posts, and that it was no use creating theoretical posts. It was left to the Inspector-General of Agriculture to employ good men on suitable salaries as they became available, and to submit proposals for such increases as he might consider necessary, treating each case on its own merits and not appointing them on posts created as a general scheme.

Thereafter, on various occasions, the heads of the Sections proposed that the appointments of First Assistant in each Section of the Pusa Institute should be made of sufficient standing, both as regards emoluments and status, to attract the most highly qualified students available in the Science Faculties of Indian Universities or from Agricultural Colleges. As at first constituted, these posts were non-gazetted and carried a pay ordinarily of Rs. 200—5—250. In 1908 the pay of the First Assistants in the Botanical, Mycological and Entomological Sections was raised and that of the First Assistant in the Chemical Section was raised in 1909, the promotion being regarded as personal to incumbents. A scale of Rs. 200—20—500 was sanctioned for each of the First Assistants in the Mycological Section (Mr. Basu) and in the Botanical (Mr. Shevde) who had specialised in English Universities. The same scale was granted for the First Assistant in the Chemical Section (Mr. Sen) as his high Indian University qualifications were considered equal to those of men who had studied in European Universities. The pay of the First Assistant in the Entomological Section (Mr. Misra) was raised to Rs. 200—10—400, and a similar personal rate of pay was also granted to the Second Assistant in the Chemical Section (the late Mr. Kar). Thus the increase varied according to the qualifications and the duties of the Assistants concerned. At this time all the posts of First Assistants and also of the Second Assistant in the Chemical Section were, with a view to improve the status, admitted to gazetted rank. The First Assistant in the Mycological Section subsequently resigned, and the post has been filled up by a fresh recruit, who was at first appointed on Rs. 200—5—250 and subsequently promoted to Rs. 200—20—300. The post of First Assistant in the Botanical Section has been brought under reduction. The First Assistant in the Agricultural

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Bacteriological Section, who was originally appointed on the sanctioned scale of Rs. 200—5—250 in 1910, was granted subsequently the increased rate of personal pay of Rs. 200—20—300. At present there is no senior gazetted Assistant in the Section of the Imperial Pathological Entomologist, as this Section is not yet fully developed.

Personal rates of pay of Rs. 150—10—200 were also granted to the 2nd (Mr. Ghosh), 3rd (Mr. Dutt) and 4th (Mr. Nowroji) Assistants in the Entomological Section, and the 2nd Assistant (Mr. Mitter), and the 3rd Assistant (Mr. Mitra) in the Mycological Section, who were originally in the grade of Rs. 75—10—125. Thus it will be seen that so far the appointments and the pay have been given on the principle of actual requirements and personal considerations.

Thus, so far, no regular graded Provincial Service has been sanctioned for Pusa. The subordinate staff now consists of men on varying scales of pay, shown in the attached statement (A), from which it will be seen that there are at present 12 different scales:—

	No. of posts.
(1) Rs. 200—20—500	1
(2) Rs. 200—20—400	1
(3) Rs. 200—20—300	3
(4) Rs. 200—10—300	1
(5) Rs. 200—5—250	1
(6) Rs. 150—10—200	5
(7) Rs. 100—10—200	1
(8) Rs. 100—10—150	1
(9) Rs. 75—10—125	15
(10) Rs. 60—8—100	1
(11) Rs. 50—5—75	1
(12) Rs. 50	1
	32

The question of pay and prospects of the subordinates of the Agricultural Department was referred to the Board of Agriculture of 1908 for opinion (*vide* paragraph 43 of the Proceedings)—“The Board considers that the present prospects in the Agricultural Department are insufficient to attract the right stamp of men for the upper subordinate posts, such as First Assistants, Assistants to Experts, Superintendents of Experimental Stations and the like. That the prospects of the upper subordinate staff should be somewhat better than those offered in the Provincial Executive Service, in view of the fact that the service is new and specialised.” The Government of India passed no orders on this recommendation, and it was left to Local Governments to take action according to their needs.

68052. No scale has yet been fixed for the pay to be given to officers of the Provincial Service in the Agricultural Department, but the Secretary of State for India has authorised the Government of India to create appointments for the Provincial Agricultural Service on a higher pay than Rs. 400, subject to the financial powers of the Government of India. The pay now given in different Provinces is not uniform, as will be seen from the printed statement of appointments prepared for the Board of Agriculture of 1911 (copy attached). The maximum pay given in the Provinces does not exceed Rs. 400, exceptions being, the two posts of Extra Deputy Directors in Bombay on Rs. 350—50—2—550, and the post of Assistant Director of Agriculture in the United Provinces on Rs. 400—700.

68053. (I) **Methods of Recruitment.**—As a rule, distinguished science graduates or diplomates of Provincial Agricultural Colleges, or those who have qualified themselves by special training in Indian or foreign universities are selected for appointments for the upper subordinate posts. In some cases, however, men trained in the Department showing special aptitude are, as stated above, promoted to these posts from the lower grades.

This arrangement is satisfactory, but as in the case of the Imperial Service, I would make the

higher posts at Pusa the prizes for the best men of the Service, so that from there they may have a prospect of promotion to the Imperial Service. In like manner it is hoped that the provinces will indent on Pusa for its scientific staff to an extent.

68054. (II) **System of Training and Probation.**—Newly appointed men are kept on probation for periods varying from six months to one year, and only such men as give promise of following a scientific career and evince sufficient interest in the work of the Department are confirmed in their appointments.

68055. (III), (V), (VI) **Conditions of Service, Leave and Pension.**—Follow the usual rules in the Civil Service Regulations and the Civil Accounts Codes. Any modifications should follow the general decision arrived at for similar grades in other services of like standing, *e.g.*, education.

68056. (IV) **Conditions of Salary.**—As explained above no regular Provincial or Subordinate Services have been organised for Pusa; the members of the upper subordinate staff are given rates of pay based on special and personal considerations.

The time is, however, rapidly approaching when it will be possible to have a fixed grading, with the understanding that the possibility of promotion to the Imperial Service lies beyond, and the grading might be somewhat on the following scale:—

A.—PROVINCIAL SERVICE.

(Teaching Assistants.)

II Grade.—4 posts on 200—20—500 (16 years).

I Grade.—1 post on 500—30—800.—Very special merit should be insisted on for appointment to this grade.

Should such men not be available the post should not be filled up, and one appointment should be made in the lower grade in lieu of it.

Qualifications necessary for appointment to this Service:—

D.Sc.'s, First Class M.Sc.'s, the best L. Ag.'s who have successfully undergone a post-graduate course at Pusa, or men of equivalent educational qualification, will be eligible for appointment to this Service. Meritorious men may be appointed on promotion from the Subordinate Service—their merit being judged from the standard of their work.

B.—SUBORDINATE SERVICE.

(Laboratory Assistants, Farm Overseers, Veterinary Overseer, etc.)

25 posts on Rs. 75—10—125; 125—5—150; 150—10—250, *i.e.*:—

	Rs.
1st to 6th year of service	75—10—125
7th to 12th year of service	125—5—150
13th to 23rd year of service	150—10—250

Efficiency bar at the stage of Rs. 200. To have gazetted rank on promotion to Rs. 200 stage.

One or two posts on Rs. 300 might be placed on this grade for exceptional qualifications.

Qualifications necessary for appointment to this Service should be the B.Sc. or the L.Ag. degrees. Meritorious men from the Lower Subordinate Service may also be promoted to this Service. But the number of such men in the Service must not ordinarily exceed one-fourth of the strength of the establishment. Those of the present incumbents who do not satisfy the conditions should continue in their present grades.

68057. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing division of Services into Imperial and Provincial.**—This part of the note deals with the Provincial Service only which is wholly manned by Indians. The limitation of the employment of Europeans and non-Europeans does not therefore come under consideration.

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(IV) PROVINCIAL (OR UPPER SUBORDINATE) SERVICE IN THE PROVINCES.

68058. (I) and (II) Recruitment and Training.—In the Provinces, particularly in Bengal, Central Provinces, United Provinces, Bombay, Punjab and Madras where the beginnings of a separate Provincial Agricultural Service exist, recruitment may be either by promotion from below, by direct recruitment from outside, or by seconding from other services. As far as is known no definite rules have yet been laid down. Those recruited direct from outside have generally special qualifications acquired either in India, in Europe, or in America or Japan. Some have been deputed to Europe and America at Government expense to fit them for the Service. The Agricultural Colleges at Pusa, Sabour, Coimbatore, Poona, Nagpur, Cawnpore, and Lyalpur are, however, being now more generally utilised for training of candidates for the Service.

It is difficult to see how a competitive examination could be instituted for the Agricultural Service, which needs specialists in different sciences, and selection must remain the only feasible method of recruitment.

When agricultural knowledge is of first importance, that is, for posts on the strictly agricultural side, only distinguished graduates of the Agricultural Colleges or distinguished officers of the Subordinate Agricultural Service should be eligible for appointment.

When, however, an advanced knowledge of a particular science is necessary, other men possessing the necessary qualifications and university distinction, e.g., a graduate with Honours in Chemistry or Botany, may be appointed. In such cases they should undergo special training at Pusa for a period of from one to two years.

The present course of training provided at the Agricultural Colleges, together with some practical experience, seems adequate.

68059. (III), (V), (VI) Conditions of Service, Leave and Pension.—The members of the Provincial Service of the Agricultural Department are under the Indian Leave and Pension Rules, as embodied in Chapters XIV to XIX of the Civil Service Regulations.

It is presumed that any conclusions which the Public Services Commission may come to with regard to these Rules will apply also to the Provincial Agricultural Service.

68060. (IV) Conditions of Salary.—Pay under Local Governments.—From 1909 to 1911 the Secretary of State's orders were held to preclude creation of any Provincial Agricultural Service post in the Provinces on pay exceeding Rs. 400 per mensem, but the limit has now been removed. The Provinces in which an approximately distinct Provincial Agricultural Service exists are noted separately below:—

(i) *Bombay*.—In 1907, a Provincial Agricultural Service, consisting of Divisional Inspectors and Assistant Professors, was sanctioned, the pay being graded from Rs. 200, rising by biennial increments of Rs. 30 to Rs. 350. In 1911 the appointment of two Extra Deputy Directors of Agriculture on a salary of Rs. 350–50–2–550 was sanctioned.

(ii) *Madras*.—The Service as originally constituted in 1902 was as follows:—

	Rs.
Managers, 1st grade ...	100–10–150
Managers, 2nd grade ...	50–5–100
Assistant Manager ...	25–5–50

In 1909, the appointment of two Assistant Directors of Agriculture on pay of Rs. 250–15–400 was sanctioned by the Government of India.

(iii) *Bengal*.—In 1910, a Provincial Agricultural Service was sanctioned, consisting of:—

	Rs.
5 posts on ...	250–10–400
3 posts on ...	150–10–250

(iv) *United Provinces*.—The Service as originally constituted in 1906, consisted of an Upper Division with grades of Rs. 250, 200, 175, 150 and 125.

In 1911 this was superseded by a scheme under which 2 years would be spent on probation on Rs. 200; on confirmation the pay would be Rs. 250–20–500. In the same year one special appointment of Assistant Director with personal pay of Rs. 400–100–3–700 was sanctioned, and 3 other posts of Assistant Director on Rs. 250–20–500. A charge allowance of Rs. 100 is given when an Assistant Director holds charge of a Circle.

(v) *Punjab*.—The staff sanctioned in 1908 consisted of:—

	Rs.
5 Assistant Professors ...	150–10–300
1 Assistant Director ...	300–10–400
2 Assistant Directors ...	150–10–300

The pay of Assistant Professors was subsequently raised to Rs. 150–12–8–400.

(vi) *Assam*.—The staff consists of three Agricultural Supervisors on Rs. 200–10–400, sanctioned in 1906.

(vii) *Central Provinces*.—The staff originally sanctioned in 1907 consisted of fixed grades on Rs. 150, 175, 200, 250. In 1911 an enlarged staff on higher pay was sanctioned, consisting of 12 appointments as follows:—

	Rs.
Two years' probation ...	100–150
On confirmation ...	200–10–250
And thereafter ...	30–2–400

(viii) *Burma*.—

	Rs.
1 Superintendent of Farm ...	150–15–250
3 Overseers ...	75–5–100
4 Sub-Overseers ...	50–5–75
2 Probationers ...	30
6 District Agriculturists ...	50–5–100
3 Specialists Assistants ...	150–10–200
2 Junior Assistants ...	75–15–150

I do not think that any general scale can be laid down for the Provincial Services. The rates of pay must be decided by Local Governments. But in any case, they should not be less than those in the Educational Department, and good men should have an opportunity of rising to the Imperial Service by merit.

The other heads of references as regards the Provincial Service do not, in my opinion, call for any remarks.

(V) LOWER SUBORDINATE SERVICE.

68061. Besides the Subordinate and Provincial Services referred to above there are other posts such as those of Assistants, Fieldmen, Laboratory Attendants, Setters, etc., on lesser rates of pay ranging from Rs. 10 to Rs. 50, and rising to Rs. 75. It is unnecessary to consider this part of the Service in detail. It may, however, be mentioned that such men who, after experience and training, show special aptitude for scientific or field work are promoted to the Subordinate Service. The subordinate ranks of the Settlement Department form the best recruiting ground for this grade.

MR. J. MACKENNA called and examined.

68062. (*Chairman*.) He had occupied his present position since the beginning of March of the present year. He joined the Indian Civil Service in 1895, since when he had been closely in touch with the economic development of agriculture in India. The Imperial Branch of the Agricultural Department consisted of 65 to 70 officers, two-thirds of

whom were engaged in research, and one-third in practical work as Deputy Directors of Agriculture. In the Provinces research and professional functions were combined. For instance, the agricultural chemist was not only engaged in research, but was also a Professor of Agricultural Chemistry. The Deputy Directors had generally been selected

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for district work alone, though in one or two cases they might also be employed as Principals of Colleges and Lecturers on agriculture. It was not desirable that one officer should perform double duties; and he thought the positions should be separated. He would like to see Pusa undertaking higher research work, pure and simple, and teaching reduced to a minimum except in the case of very advanced post-graduate Indian students. He had no objection to a very good post-graduate student coming from a Provincial college to work in the Pusa laboratories under specialists. It did not interfere to a great extent with the ordinary work of the laboratories, and it was a great incentive to an Indian student to work under such men as Dr. Butler, Dr. Leather and Mr. Howard. Beyond that, however, he would not have any regular course of teaching at Pusa. He thought it would handicap the work of the specialists there if they had to give set courses of lectures.

68063. Recruitment for the Imperial Service was made by the Secretary of State, who gave weight in his selection to certain qualifications such as a University degree in Arts and Science, or the diploma of a recognised school of agriculture, or practical experience, according to the nature of the vacancy to be filled. He thought the method of selection at present employed was fully satisfactory, provided that the advice of an agricultural officer on leave from India was taken at the time the selection was made. As a matter of fact, that was generally the present practice.

68064. He should recruit Deputy Directors entirely from the sons of English farmers. He did not think the instinct for Deputy Directors' work, except in very exceptional cases, would be acquired unless a man came from the agricultural class in England, and had worked on a moderately sized farm. A man with the practical experience of a farmer's son and a Bachelor of Science degree in agriculture was the best material which could be obtained for the Service. A very large percentage of the present Deputy Directors in the Department were sons of farmers, and performed their work satisfactorily. In the case of Scotsmen, he would prefer them to take an M.A. degree before taking their Bachelor of Science degree. He did not think it was necessary that a chemist should have gained any practical experience in England before being sent to India. A good chemist would soon adapt himself to Indian agricultural chemistry with the help of the special course he had taken in England. It was advisable that a botanist should have been at Cambridge. He suggested that a man arriving from England should be placed under an experienced teacher, in order to obtain the local colour.

68065. Up to the present time, neither in teaching, nor in the research branch, nor in the outdoor work of the Department, was the Indian officer doing the same standard of work as the Imperial Officer, except in one or two special appointments like those of Extra Deputy Director in Bombay where he imagined the powers were almost the same as those of the Deputy Director. The Provincial Service was below the standard of the Imperial Service, and was under the guidance of Imperial Officers. Such a state of affairs was not unnatural because the Service was quite young. The Provincial Service Officer was in charge of one or two farms at the most, while the Deputy Director probably had control of seven or eight farms in a circle. There was at present one Indian in the Imperial branch. He obtained entry by taking a degree at Cambridge, and was selected by the Secretary of State in the ordinary way. Since the written statement had been sent in, the Secretary of State had appointed another Indian from the Punjab to the Imperial Service, with a diploma of the Royal Agricultural Society. A certain number of Indians did apply to the Secretary of State in England for appointment. The Service had attracted a good deal of attention during the last seven or eight years, largely from sections of the community who had no particular connection with agriculture. The acquisition of an agricultural degree in England was not a matter of very

great difficulty, and was not of much use unless a candidate had other qualifications. He looked forward to the time, a few years hence, when a considerable proportion of Indian graduates would come into the Service, and his idea was that the Department would best be recruited if some means could be devised for educating the sons of landholders.

68066. He would prefer to make the selection in India, and then send the selected candidate to England to take a special course which would fit him for a post in the Imperial Service as a Deputy Director.

68067. He would not care to make any comparison between the Indian standard of teaching in agriculture and the English standard. He had no doubt that the standard of lecturing was as good in the Indian colleges as in the English colleges. The whole question of agricultural teaching had been giving a great deal of trouble, and it was going to be discussed by the Board of Agriculture in December. He emphasised his desire to see one large centre purely for research. At the present time there were six teaching colleges, one at Cawnpore for the United Provinces, one at Poona for Bombay, one at Nagpur for the Central Provinces, one at Lyallpur for the Punjab, one at Sabour for Bengal and Bihar, and one at Coimbatore for Madras. These colleges were supposed to be teaching up to a standard prescribed by the Board of Agriculture, but some of them did not get very many students to teach. He advised a re-casting of the whole Educational policy, and a multiplication of short courses for actual cultivators, accompanied, if possible, by an alteration of the general educational system of the country; but he had not worked out the details of this. In some ways a college of an up-to-date character, furnishing the best skilled teaching, and of sufficient size to accommodate any number of students, would be preferable to distributing the work over six Provinces; but, after all, a boy liked to study near his own home, and it was necessary to take into account considerations of language and environment. He would hope that a degree from one of the agricultural colleges would sufficiently qualify an Indian for service in the Imperial Branch, but the mere acquisition of a degree was not a difficult task.

68068. He did not know whether the amalgamation of the post of Inspector-General with that of the head of the Pusa establishment was due to considerations of economy. He thought it was part of a policy following the findings of the Decentralisation Commission. The duties of the Inspector-General of Agriculture or Advisor, necessitated a good deal of touring all over the country. He was at present occupied to a very small extent with college work. Things had settled down at Pusa fairly well. All the big administrative problems had been worked out, and the Director was able to devote a large portion of his time to inspection and touring. He thought the two functions could efficiently be combined. If a very difficult point in scientific controversy arose, it might be advisable to have a scientific head who could solve it, but up to the present time there had not been any such problem.

68069. The number of officers now in the Service under the Government of India was certainly not sufficient for teaching and research and outdoor work. He thought the number of Deputy Directors should be largely increased. Some of the larger Provinces would probably require to dissociate teaching and research, and to duplicate their chemists and botanists. He was quite well satisfied from his experience in India that since the Department had been organised, and the post of Deputy Director had been established, there had been an appreciable rise in the standard of agricultural methods owing to the introduction of better varieties of seeds and implements, and improved methods of well-boring and cultivation. There was room for a large increase in the number of experimental farms mainly for seed distribution. There were no scientific seed merchants in India, and for many years to come the Government must

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fill that position. The supply of seeds was the vital crux of Indian agriculture. It was essential that there should be an adequate number of Deputy Directors, as apart from mere agriculture, these officers had to do a great deal of administrative work in keeping in touch with the people, either through seed societies or co-operative credit societies. In a word, he considered that in the interests of the country, and especially of the agricultural industry, there was room in the immediate future for a very considerable extension of the Department.

68070. The Director of Agriculture was the head agricultural officer in each province. He (the witness) had no provincial control at all. He visited the Provincial Directors of Agriculture, and advised them on any matter regarding which they required advice. He did not think there was any necessity for the interchange of teachers and Deputy Directors between the various Provinces. The question whether it was better to have an outside officer as head administrator or an officer from inside the Department was complicated. He could not imagine a botanist or chemist coming out from England, and, after four years, clamouring for an administrative appointment. He did not see why a good chemist or a good botanist should have any desire for such a position, and he did not know whether such men would make good administrators. A scheme had been drawn up for his own Province of Burma which, on general lines, would be applicable to other Provinces.

68071. He took the view that the economic development of the country was of as much importance as its administrative development, but agriculture, co-operation, veterinary arts and crafts, were at present lumped together, and for administrative purposes put under a Financial Commissioner or a Board of Revenue, who probably knew nothing about such subjects. He thought every Government ought to have a senior officer to control the rural development of the country. He would like to see a Commissioner at the head of each Province. He thought a post of Rural Commissioner should be created. The various branches which he had just mentioned would derive advantage from a scheme of this kind because the Commissioner would know something about the subject; he would be more or less an expert under whom the agricultural and co-operative and veterinary branches of the work would be placed. He would have no objection to the senior veterinary officer in the Province being attached to him as adviser. In the Agricultural Department difficulty would arise from the fact that the number of chemists and botanists was not very large, but he thought if their pay was sufficiently increased and they were given the prospect of a Pusa appointment, they might be satisfied. The Deputy Director's work was largely administrative, and he thought when there were three or four Deputy Directors in each Province, there was no reason why a senior Deputy should not be called a Director of Agriculture, simply advising on agriculture and not touching chemistry or other scientific subjects.

68072. He would not bring co-operative officers into the agricultural cadre, because the agricultural man had quite enough to do without gaining the technical knowledge necessary for co-operation. The linking up of these two Departments was the main object at the present moment of all Governments that were progressive. He desired to co-ordinate all kindred branches which were working towards the same economical development. The post of Rural Commissioner would normally be held by an Indian Civil Service officer.

68073. With regard to the period of training, he thought in the case of chemists and botanists six months at Pusa under a good man would be sufficient. As regards the agriculturist, he thought it would be as well if he had about a year's training in the Province in which he was to be posted before beginning actual work.

68074. The present training reserve was not

adequate. It was with the greatest difficulty that officers obtained leave.

68075. The present time scale was at first adequate to attract a good class of men, but there was now the greatest possible difficulty in the matter of recruitment. He thought the question of pay might have something to do with that.

68076. He would be very much in favour of special regulations with regard to study leave.

68077. There was a general demand for a Family Pension Fund on the same basis as the Indian Civil Pension Fund. He thought the demand put forward by some of the officers of the Service for a pension after 25 years' service was reasonable. They would then retire about 50 to 52. At present men entered the service at an average age of 24 to 26. If optional retirement was allowed after 25 years the Government should have the discretion to retire an officer after the same term of service.

68078. (*Mr. Gokhale.*) There was practically no difference between the duties of the Inspector-General and the office which he held at the present moment. The salary of the Inspector-General rose to Rs. 2,250, and the salary of the post of Agricultural Adviser was Rs. 2,000. He did not know that the local Governments had objected strongly to an officer from one Province advising other Provinces in agricultural matters. His whole service had been spent in Burma, and he admitted that he might feel it inconvenient to criticise operations in Bombay.

68079. There had been a suggestion in the past that Pusa should inaugurate a post-graduate course, but personally he was glad that it had not materialised. He thought it would be bad for the college if some of its best men were tied down to a curriculum. So far, there had not been seen in Indians any evidence of research capacity without supervision. There were some very good Indian Assistants in Pusa, and some very sympathetic specialists, but the general opinion was that Indians were capable of excellent work only if they were supervised. He had heard of Indians who were doing distinguished work in Physical Science in Calcutta, and also of Indians who had proceeded to America and had distinguished themselves in agricultural colleges, and had done excellent research work there. He agreed there might be an advantage in the fact that after retirement Indians would remain in the country, and would push forward scientific agriculture in every direction, but on the other hand Indians desired to obtain a pension at the earliest possible date. Provided that the method of selection which he had mentioned was adopted, he was absolutely in favour of the best Indians being selected and sent abroad with scholarships rather than that the country should be fed constantly with men from outside, who retired at the first opportunity.

68080. (*Mr. Sly.*) There had been several cases of selected men of the Provincial Service being sent to England for training either at the end of their college career or a few years later. The result in one case had been exceedingly promising, and in the other exceedingly doubtful. In the former case the man came from a cultivating class before he entered the agricultural college. He supposed there might be strong objections from the scientific side to a proposal to send Indians to England to be trained in agriculture under conditions which were absolutely different from those of India, but the argument would apply also to Europeans sent out to train Indians. He thought a scheme under which Indians should be wholly trained in India at a high class institution with post-graduate research, such as was contemplated at Pusa, was preferable to a course in England.

68081. In some cases under existing conditions a Deputy Director got into as close touch with the agricultural community as the Director, but in other cases he did not, and never would do so. The objection that an officer appointed to the Directorship from within the Department would have to give up research work in order to take on administrative work would not be valid in cases

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where an officer had performed the bulk of his research work by the time he was appointed. If the appointment was to be filled from within the Department instead of by a Civilian, he thought it must be thrown open to all the branches of the Service.

68082. With regard to leave, it had not been brought to his notice that the rule that leave could not be taken until after eight years' service was a serious obstacle to satisfactory recruitment. The present position in regard to the leave reserve of the Department was as follows. There had been a considerable increase in some Provinces in the number of Deputy Directors. The Central Provinces and Madras had said that if they could obtain the number of officers they desired they would make their own leave arrangements. The reserve for his own Department, which used to consist of three agriculturists, had now been reduced to two. That might be sufficient when the Provincial Service had been strengthened to the extent contemplated.

68083. At the present moment the supernumeraries were all fully employed. It would depend upon what duties a man was required to perform whether he was recruited direct to the Provincial Service from the agricultural colleges, or direct

from the science graduates of universities. On the agricultural side he thought a student should come from the provincial agricultural colleges, and for the post of Assistant in Botany or Chemistry, a good degree candidate should be selected and be given a special course.

68084. The only College which had been affiliated to a University was Poona. He had not considered the question whether agricultural colleges should or should not be affiliated to a University, but he did not think there was any particular advantage in it. The policy of the Government of India was at present against affiliation, the argument being that dual control was not yet desirable.

68085. (*Mr. Madge.*) In his opinion there was no kind of farming in India which corresponded in any measure with the farming in England. He had never yet seen a man who owned 600 acres in India driving a plough. He should like to see the agricultural student recruited from the sons of zemindars, but the difficulty was to get sufficient agricultural equipment in the ordinary village school, which would bring the son of a cultivator more or less into line with the student at the colleges. His Department were trying to provide that link.

(The witness withdrew.)

G. CLARKE, Esq., Agricultural Chemist, Indian Agricultural Service, Cawnpore.

Written Statement containing the corporate opinion of the officers of the Indian Agricultural Service, United Provinces.*

68086. (I) **Methods of Recruitment.**—Under the present conditions, the appointments to the Indian Agricultural Service are made by the Secretary of State, without reference to any board of technical advisers, as is the case in other technical services. This system of appointments is unsatisfactory, as it does not provide for the experience and knowledge, necessary to form a correct judgment of the scientific training and qualifications of candidates. Recruitment to the Agricultural Service, therefore, should be by a small Board appointed by the Secretary of State, consisting of agricultural and scientific men of established reputation. One or more officers of Indian experience, preferably from the Agricultural Service, should be on the Board to judge of the probable suitability of a candidate to work under Indian conditions. In any special case this committee should be supplied with full details of the nature of the vacancy to be filled.

68087. (II) **Systems of Training and Probation.**—It has been customary for supernumeraries to be posted to Pusa to undergo a period of training. This has been found in practice to be unsatisfactory. It is suggested that a leave reserve be organised on a provincial basis, in which Provinces with similar conditions are grouped into units. Postings would, in general, be made to this leave reserve, and the period of probation would thus be passed under conditions which the probationer will, in all probability, for some years have to work. It is not by this intended to exclude transfer from one unit to another on appointment to a substantive post. Suitable units would be—(a) Punjab, Central Provinces, United Provinces, North-West Frontier Province, Bengal, Bihar and Orissa, Assam; (b) Madras, Bombay, and (c) Burma. Under present conditions an officer has to pass an examination in a vernacular language within two years of his appointment. This examination is merely qualifying. The present higher standard examinations are not suitable and there is, therefore, little inducement to pass them. It is suggested that the period for passing a qualifying examination be

reduced to one year, during which period facilities should be given for learning the language and inducements offered for passing a suitable higher standard examination.

68088. (IV) **Conditions of Salary.**—The present sanctioned pay of the Service is at the rate of Rs. 400, 430, 460 during the first three years in the case of supernumeraries, and after that the pay of the regular establishment rises by annual increments at the rate of Rs. 50 per month, from Rs. 500 to 1,000, reached at the end of 10 years. The Service at present suffers a marked disability in that all officers reach their presumed maximum pay in from 10 to 13 years' service. In this respect the Indian Agricultural Service is worse off than any other Imperial Service. In the Public Works Department Imperial Engineers have a practical certainty of rising to Rs. 1,500, a very fair chance of reaching Rs. 1,800, and a considerable proportion have the opportunity of becoming Chief Engineers on Rs. 2,500. If the Indian Agricultural Service is to continue to attract suitable recruits it must offer approximately equal prospects. It must be remembered that appointments to the Service are, or should be, from men fully qualified professionally. They have had to bear the entire cost of their training. This is not the case in certain other services, e.g., Forests and Police. The injustice of the present scale has been admitted, and some attempt to remedy it has been made by granting a limited number of personal allowances. This system is unfair and would be difficult to administer. It would be impossible to form a fair judgment of the relative claims for allowances of officers performing such diverse duties as Entomologist, Agricultural Chemist and Principal of an Agricultural College. With increase of the number of posts in Home and Colonial Services for men with a scientific training, competition is on the increase. The present pay and prospects, though perhaps sufficient at the time of introduction, fail now to attract to the Service the best men available, and fail to keep good men after they have performed a few years' service.

The following scale of pay is considered sufficient to meet the present disabilities—

Supernumerary.—Rs. 400-430-460.—Officers under this head would only draw the pay of the grade so long as they remain supernumeraries. If gazetted to a substantive post, they should commence drawing salary at the rate of Rs. 500 p.m. from the date of gazetting.

* This statement was signed by the following officers:—Messrs. H. Martin Leake, A. W. Fremantle, G. Clarke, A. E. Parr, B. C. Burt, and A. Wilson.

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Establishment.—The time scale as at present in force should be extended to a maximum of 1,500, and, excluding the post of Director of Agriculture, dealt with under section VIII, a provision made for a small percentage of posts at a higher pay.

68089. (V) **Conditions of Leave.**—The revised rules, as notified under G.G.O. No. 538 C.S.R., dated 13th September, 1912, and now under the consideration of Government, appear satisfactory. In no branch of Government service is frequent leave so important as in a scientific service if officers are to maintain their touch with current work in other countries. It is therefore recommended, in addition, that provision be made for study leave on lines similar to that granted in the case of the Indian Medical Service.

68090. (VI) **Conditions of Pension.**—Under present conditions voluntary retirement can only take place after 30 years' service, or on the attainment of the age of 55. That these terms are severe is generally admitted, and it is strongly recommended that voluntary retirement should be possible, after 25 years' service for pension, as defined in the Civil Service Regulations. It would further add to the attractiveness and, hence, the efficiency, of the service if a system such as is in force in the Indian Medical Service and Forest Service, of progressive pensions which would start after 17 years, were introduced.

68091. (VII) **Limitations in the employment of non-Europeans.**—The Service is broadly divisible into two sections, that mainly devoted to research and that mainly devoted to practical agriculture, including the district work.

There is at present no institution, at least in these Provinces, teaching up to the standard required for research. The difficulty arises very largely from the weakness of the elementary education which spoils the student before he comes to college. There is little chance, therefore, even when the college teaching is satisfactory, of his being able to take up research. The difficulty being so deep rooted there does not seem to be any immediate prospect of employing in research any person trained in these Provinces.

As regards the other branch, suitability depends not only on the standard of attainment but on the class of man. It is useless to send a man of the literary classes to instruct cultivators in agricultural procedure. Whatever his attainments, there is small chance of his being acceptable. In that education is now almost entirely limited to the literary classes there seems small chance for the present of recruiting suitable men for this branch. An attempt to attract men for the Agricultural classes and to give them a training which will fit them either for the Service or to return to their own estates is a most promising line of development. This is, however, hardly the place to develop such a scheme. It suffices to say that for the present no commencement has been made along these lines.

There does not appear therefore to be any immediate possibility of throwing open the Imperial Service to men trained in India. It cannot be too clearly stated that a short course such as an Indian takes when sent to England does not give a broad enough outlook to form a qualification for the Imperial Service. The system of scholarships to England for special training is to be deprecated, and the employment of non-Europeans is therefore limited to men who have spent their early years in England, the Continent, or America. It is possible that at some future date men of sufficient promise will be trained out here. Such men would first enter the Provincial Service, from which opening to the Imperial Service might be given by submission of qualifications, to be considered by the advisory board recommended under I, along with other applications, to the Secretary of State.

While natives of India are at present unsuited for independent charges, they are of considerable value as subordinates, and, in order to attract the best class of men, the pay and prospects of the Subordinate Agricultural Service should be improved. This can be done by the improvement of the initial pay (Rs. 40 per month), and by the creation of better paid posts, with the prospects of rising to the pay and status of Deputy Collectors, for men who can hold semi-independent charges.

68092. (VIII) **Relation with the Indian Civil Service and other Services.**—The Service is a highly professional one and it is not merely essential, but inevitable, that its head should be drawn from the Service itself. For a member of the Service holding the appointment of Director, it is recommended that the emoluments be the grade pay with a personal allowance of Rs. 400 per month. It is also suggested that this post be added to those quoted in Article 475, C.S.R., rendering the incumbent eligible for an additional pension of Rs. 1,000 per annum.

Arising out of the mode of origin of the Department from a Department of Land Records and Agriculture, in which the Director was the entire Department, a system has arisen by which the Director in person assumes the role of Professional Advisor. References on professional matters from Government come to him; he may or may not, at will, consult his staff, and, even if he does so, he may in his reply go directly against their opinion. It is his opinion and not that of his staff which goes to Government and is accepted by them as the professional opinion of the Department. This system of what are, in practice, confidential reports is wrong. The Director should in such matters forward the opinion of his staff, and, as a matter of procedure, forward copy of his covering remarks to the officers of his staff who are concerned. This procedure is doubly necessary so long as the Director is not taken from the ranks of the Service, but it is a principle which requires to be permanently accepted.

A minority are in favour of pointing out the obvious danger of adopting the principle, stated in the 1st paragraph of this section, at too early a date. The age of the Agricultural Officers in the United Provinces with scientific technical training in no case exceeds 35 years, and if any one of these were appointed Director at an early date, he would ordinarily hold the appointment until his retirement 20 years hence. If the appointment was only partly a success change would be difficult, and, in any case, a prolonged tenure of such appointment is undesirable. The minority are in favour of adopting as a guiding principle in this matter the view that the appointment should not be held for a longer period than five years.

68093. (IX) **Other points not covered by above.**—It is only natural that, in a young Service, undergoing gradual evolution, certain minor points for dissatisfaction should arise. In that these lead to preferential treatment and consequently give grounds for personal grievances, they are objectionable and require to be removed. The chief are:—

(1) Allowances. No allowances should be granted for the normal work of a post. Allowances should only be given where extra work or extra expense (*e.g.*, entertainment) is involved.

(2) Lack of uniformity in titles. To ensure uniformity similar posts should throughout the Provinces be given identical titles, and all officers should be gazetted and referred to in official publications as officers of the Indian Agricultural Service. This, for instance, is not done at present in the United Provinces Quarterly Civil List, where some of the titles differ from those used in other Provinces and where the names of officers of the Service appear with those of the Indian Civil Service, Civil Veterinary Department, and Subordinate Services.

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[Continued.]

MR. G. CLARKE called and examined.

68094. (*Chairman.*) Witness said he was an officer of the Indian Agricultural Service and posted to the United Provinces as Agricultural Chemist to the Department of Land Records and Agriculture. He also carried out the duties of Professor of Chemistry at the Provincial Agricultural College. He attended before the Commission to represent the views of the Imperial officers serving in the United Provinces. He did not represent the Provincial Service.

68095. He was generally satisfied with the regulations for recruitment, but desired to see a Board set up to advise the Secretary of State. The present system of selection by a permanent official of the India Office was considered unsatisfactory, as the permanent official did not possess the necessary qualifications to judge of a candidate's suitability. He would like to see a regular Board of Selection established, consisting of men of known agricultural and scientific reputation. He had been seven years in the service, coming out at the age of 28. He should say the average age at which officers were at present recruited was 25 or 26. He considered 26 a more suitable age than 28, because a man of 26 could have gone through the whole of his course in England and have done original research work, which was very important in the case of specialists.

68096. He would like to see a change in the organisation of the Agricultural Department with regard to the employment of Indians. He would propose to have the service recruited in India divided into two distinct parts. There should be a purely subordinate service, consisting of what might be described as fieldsmen, persons drawn from the cultivating castes and skilled in agricultural operations, beginning at a salary of Rs. 20, rising to Rs. 80. For such a class he suggested that only a vernacular educational test was necessary. Then he would like to see an entirely distinct Provincial Service, divided into two branches, a Lower Provincial Service and an Upper Provincial Service. The Provincial Service would be recruited from distinguished graduates of the Agricultural Colleges, on the nomination of a Selection Committee consisting of the Director of Agriculture, the two senior Deputy Directors of Agriculture, and one or more officers attached to the research section. The lower Provincial Service would have charge of circle farms, act as assistants in the research laboratories, and do the general work of an Upper Subordinate Service. The Upper Provincial Service would consist of men promoted from the Lower Provincial Service after three years' service. The idea was that the best of the Lower Provincial Service men should be passed by selection into the Higher Provincial Service. After serving in the Higher Provincial Service for a number of years, an officer would be eligible for selection for the Imperial Service, and should undergo a course of training at a central college in India providing the highest type of agricultural education, equal to that obtainable in American and English Colleges. He considered the training received in a college of that kind by an Indian who came into direct contact with the agricultural conditions that prevailed in India, was an infinitely superior method of training to that received in an entirely foreign environment, such as the American and English agricultural colleges. Assuming such a central college were established in India, he would not admit the Indian direct into the Imperial Service; he would prefer him to go into the Provincial Service for three years, and then to serve five to seven years in the Higher Provincial Service. That meant that a boy would go to the agricultural college at 17 years of age and pass out at 21; serve three years in the Lower Provincial Service, five to seven years in the Higher Provincial Service, and would then be eligible for selection to the Imperial Branch when he reached the age of 29 or 30, by which time a very fair estimate could be formed of his capacity. Pusa seemed to be the best place for establishing a central institution. He did not think if Pusa was

converted to such a purpose it would be lost to India as a research centre. He thought its specialists could undertake the training of a limited number of students in addition to their laboratory research work. It might prove necessary to increase the staff. What he was trying to emphasise was the importance, in his judgment, of the establishment of a first-class college in India with the Indian environment. He thought a young Indian would receive a better training in such an institution than if he were sent to England.

68097. The present salaries paid to officers were affecting recruitment. There was tremendous difficulty in finding officers to come out to India who had really done research work. People who had just left college, and had not learnt methods of research, could be obtained, but when they arrived in India they had to be taught their business. He thought the low prospects offered in the Agricultural Department was the reason for that state of affairs. It compared very unfavourably with any other service requiring a professional training. He thought if the present time scale was raised to Rs. 1,500, with a special increase up to Rs. 1,700 for 25 per cent. of the officers, the disability under which officers were at present labouring would be removed. He felt sure that a concession of this kind would react on recruitment in England.

68098. Facilities for study leave were also asked for. He thought that specialists in particular should keep in touch with the progress of research. In India they were absolutely isolated.

68099. With regard to pensions, he considered 25 years' service was a sufficient period for an officer in the Agricultural Service. The only justification for the proposal that an officer should be given an opportunity of voluntarily retiring after 17 years' service was that it would add to the attractiveness of the Service. For 20 years he thought a very good case could be made out.

68100. The ground for the argument that the head of the Service should be drawn from within the Service was that a scientific head was more sympathetic in dealing with scientific workers. It did not necessarily follow that a specialist in a particular branch of an industry had no faculty for administration. He knew men of highly specialised knowledge in the Department who were great administrators. He did not think an officer drawn from another Service and selected to be head of the Department would normally attribute due importance to the preliminary "spade-work" that the Agricultural Service was doing for agriculture.

68101. (*Sir Valentine Chirol.*) It would be absolutely necessary for the head of the Department to have special knowledge, in order to appreciate both the importance and the value of the work done by officers.

68102. No great expenditure would be required in order to give effect to his scheme for a central college. The organisation already existed; it merely needed utilising. Pusa was at present a central institution for research. Formerly, it was an institution for teaching and research, but the teaching branch had been abolished. Under his proposal the teaching branch would be revived, and Pusa would again become a college for the highest agricultural training. He considered the original Pusa scheme failed because the Provinces did not support it as a teaching institution. Under his scheme it would be compulsory for all Provinces to send to Pusa the men whom they wished to promote to the Imperial Service.

68103. (*Mr. Madge.*) In his opinion there was no reason why a training in chemistry should not be given in India side by side with a training in agriculture. The objection to having an Imperial head for the whole of the country he understood was that he would be unable to keep in the closest possible touch with local conditions. He did not think any advantage was gained by sending Indians to England to study. Facilities should be

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offered in India for giving a scientific and practical training equal to that given in England.

68104. (*Mr. Sly.*) It was not an absolute necessity, but it was a distinct advantage for a chemist or botanist or mycologist to have a bent for agricultural work. On the assumption that the best chemist was at Pusa, he would send a specialist in chemistry there for one year's training in preference to training him in the Province to which he was to be attached, but it was difficult to lay down any hard and fast rule. He was not in favour of a scheme whereby a certain proportion of specialists, instead of being recruited for the Imperial Service in India, should be engaged for short terms at special rates of salary for the investigation of particular problems in India. He thought if Government desired a man to do his best work in India, it should attract him to an Indian career. It would not be well for the country for a man to come out merely to make as much scientific reputation and money as he could, and then clear out. He did not think there would be any objection to having an efficiency bar, say, at Rs. 1,000 or even at Rs. 1,200, provided that some provision was made to ensure that an officer's case was fully considered by the higher authority. To leave the matter to the caprice of any one person acting without consultation, he thought, would be very much resented. If such a scheme were adopted, Local Governments should be compelled to call in the advice of the Agricultural Adviser.

68105. He thought the scheme for a leave reserve suggested in the written statement was a good way of providing such leave with a minimum of expenditure. It was not an ideal scheme; it was a "halfway house." The ideal system seemed to be far beyond the reach of public funds. He thought a separate leave reserve was required for every particular branch of the Department. The unanimous opinion of the Imperial Officers of the United Provinces was that the strength of the Imperial Service must be increased. Assuming funds, and the present rate of expansion of the Department, there should be room for an addition of twelve officers to the Imperial cadre, half of whom should be Indians. The present number was six. That would simplify leave arrangements considerably.

68106. The unanimous opinion of the Department was that the Directorship should be held by a member of the Department, the particular reason being that it was difficult for a civilian to keep thoroughly in touch with the scientific work of the Department, because he had, as a general rule, no knowledge of science, and could not differentiate between good and bad work. A civilian who had taken honours in science supplemented by an agricultural course, and possessed the same qualifications as were laid down in the rules for recruitment to the Imperial Service might, however, be suitable for the post. Witness added that personally he had not met such. He thought educated Indian agriculturists could be found in the United Provinces suitable for recruitment to the Imperial Service, but he was speaking without experience, because the agricultural college in the United Provinces had been entirely wrongly organised, and was now only beginning where the other Provinces began seven years ago. Very careful selection was required for the Provincial Agricultural Service. He thought the prospects held out by his scheme of three years' service in the Lower Provincial Service and five years in the Higher Provincial Service, with subsequent training and promotion to the Imperial Service, would attract a large number of educated Indians, even although other Provincial Services held out much better prospects and paid a higher initial salary. He thought a sufficient number would be attracted to the Higher Provincial Service, from which he hoped a very good proportion of the Imperial officers would be obtained in the future. He did not think an initial salary of Rs. 125 was too low. He thought the number recruited from the Provincial to the Imperial Service would be a con-

siderable percentage, if it was borne in mind that the Provincial Agricultural Service would always be a small body compared with other Provincial Services.

68107. The course he contemplated for his proposed central Indian college for Provincial officers would be on similar lines to the diploma course in Agriculture at Cambridge. It would be a post-graduate course, partaking of the nature of study leave. It was true that a post-graduate course at Pusa had been tried, and generally condemned as a failure, but he did not think the causes of the failure had been properly enquired into. One of the chief causes was that the courses of instruction were not suitably arranged, and another that the Provinces were not compelled to send selected candidates for the Imperial Service, as should be the case. He considered the course of instruction given at Cawnpore could easily be made equal to that given in the Agricultural Department of the University of Cambridge, and that the work done in the chemical section compared with any bio-chemical work which was being done in any part of Europe. The scientific atmosphere at Cambridge and in England generally was a thing of recent origin, and he did not see why it should not be created in India. He thought every effort should be made to do so.

68108. (*Mr. Gokhale.*) The ideal system would be a first-rate agricultural college in each Province, but until sufficient funds were available for that purpose, he thought one central college should be formed, and Pusa might be so reorganised as to serve for the purpose. The difficulty arising out of different conditions in different provinces could be overcome by the Pusa officers touring in the country, and thus acquiring acquaintance with various local conditions. He did not think if Pusa was utilised in the way he suggested there would be any taint of inferiority in the education. The whole essence of his scheme was that the education given at the central college should not bear the taint of inferiority. If it did, then his scheme at once failed. He did not think it would be possible for India to supply her own needs in agricultural science for many years. He could give no definite reason why he suggested there should not be more than 50 per cent. of Indians in the Imperial Service, except that he considered scientific qualifications were not at present highly developed in Indians, and it would take a large number of years to develop them. Many English agricultural officers were showing distinct scientific aptitude in special Departments in India. Many of them were doing a large volume of original work which would bear comparison with the best work that was being done in any part of the world.

68109. (*Mr. Burt.*) Beyond supplying the fullest details of the qualifications required, he did not think the Indian Government should have any voice in the selection of candidates.

68110. It was a fact that the present scale of pay had always been held out as a purely temporary measure, and that every officer on joining had received more or less definite assurances that it was not intended to be the maximum. He, personally, had been told that unofficially. Want of definite prospects above Rs. 1,000 per month had already caused one or two men to leave the service just when they were becoming useful officers.

68111. As far as his personal knowledge went, the Agricultural and Civil Veterinary Departments were at present the only Departments in the United Provinces with a Civilian at the head, except the Judicial, Excise and Revenue Departments, which were purely administrative. In every other country in the world the Agricultural Department had a specialist in charge. With regard to the argument as to the extreme variety of the work in the Agricultural Department he pointed out that the same conditions prevailed in the Forestry Department, which had a specialist at the head, so that this objection to appointing a member of the Indian Agricultural Service to the

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post of Director disappeared altogether. He thought that Mr. Mackenna's statement that the Director formed the link between the expert and the cultivator was not correct. From his own experience he should say that the Deputy Director was the connecting link. One point in favour of having a central college was that it was desirable that a man, after working in a Province for several years under certain men, who were working along certain lines, should have the advantage of a further course of training, and of doing research work under men working in another school of thought and along different lines. This fresh experience could be better acquired in a central college than in the Provincial colleges.

68112. (Sir Valentine Chirol.) He thought it was only a temporary advantage to the Service to have

its interest and claims represented by a man who did not actually belong to the Department. A reasonable Government ought soon to learn the value of an expert opinion. As things were at present, he should say that nobody's views would be received so well as a Civilian's, and it was useful to have a Civil Servant at the head of the Department as a temporary measure until this changed.

68113. (Chairman.) Witness considered that Mr. Mackenna's scheme for placing all the kindred branches of work concerned with the rural development of the country under the control of a Rural Commissioner was quite practicable, but he would prefer that the officer in charge of all these branches should also be a Secretary to Government.

(The witness withdrew.)

LALA MADAN MOHAN LAL, Assistant Professor of Entomology, Punjab Agricultural College, Lyallpur.

Written Statement containing the views of the members of the Provincial Agricultural Service, Punjab.*

PREAMBLE.

68114. Before giving our evidence under the nine heads mentioned in the Press *Communique* of the Government, Punjab, dated 3rd March, 1913, we wish to explain that our aims regarding agricultural service in India are (a) efficiency of management; (b) efficiency of training, so that the Department of Agriculture may find men in its own ranks to fill up the highest posts; and (c) popular agricultural development in the light of modern scientific discoveries, so that India may occupy an honoured place among the advanced agricultural countries of the world.

Efficient management may be obtained by employing imported scientists, but it is also attainable under qualified Indian scientists. Efficiency of training and popular agricultural development, however, will not be brought about, unless:—

(1) The best Indian intellect is attracted towards agriculture. The term "Indian" applies to all statutory natives of India;

(2) The men of substance find it worth while spending large sums of money in giving their boys specialised scientific training. Adequate scientific training not being obtainable in India, Indian parents sending their boys to foreign countries incur greater expenses for the same training which European boys can get more cheaply in their own countries.

It should be recognised:—

(1) That no lucrative agricultural career is open to the Indian youth; and

(2) That the majority of Indian landowners educate their boys not for managing their own lands, which may sometimes not be considered extensive enough for a man to devote himself entirely to them, but usually the profits derived from them under the management of an agent are regarded as sufficient. They educate them instead for entering into some department of public service, in which alone they find "Izzat." We find no reasons to hope that any number of foreign scientists will ever bring about the desired result, viz., the agricultural development of India on an extensive scale. They may carry on experiments, and may establish valuable data, or solve some problems of economic interest, but this will be far short of the progress of the Indian people as a nation. We therefore think (a) that side by side with the employment of foreign scientists, which

must more or less continue at present, steps should be taken to induce the development of Indian scientists in large numbers; (b) that under the present circumstances this development will not be induced unless Indian intellect and money are attracted towards agriculture; (c) that this attraction can only be exerted by Government's ensuring that Indian agricultural scientists in Government employment will have a career about as lucrative as that in any other department of public service; and (d) that the best way of doing this would be to have a general Agricultural Service in India, not divided into Imperial and Provincial, so that Indians of merit and character will have the incentive of expecting to rise to the highest post in the Service. This, as we will explain later on, would present no administrative difficulties.

On all these considerations the basis of our evidence therefore is:—

(1) That the present division of the Agricultural Service into Imperial and Provincial is harmful to Indian development, and should be abolished; a purely scientific Department such as that of Agriculture does not possess administrative needs in favour of such a distinction;

(2) That other measures may be taken to promote the growth of Indian scientists; and

(3) That gradually as these measures succeed the importation of foreign scientists into India should be checked, and ultimately stopped. If a special case should afterwards arise, when it may be advisable to import a foreign scientist, it can be treated specially.

68115. (I) **Methods of Recruitment.**—Before dealing with the method of recruitment, we wish to say a few words about the recruiting ground.

The Recruiting Ground.—There is at present no adequate recruiting ground, i.e., specialists are not available in sufficient numbers in India for agricultural service to start independent work immediately. Even many of the imported scientists are no better in this respect and need just as much training as an intelligent Indian would before they are fit for an independent charge. The aim, therefore, should be that India may become exclusively the recruiting ground for all agricultural appointments, exceptions occurring only when importation may be specially desirable. A proper recruiting ground for the agricultural service should have adequate provisions for general education as well as for specialised training. The Indian recruiting ground, therefore, should be:—

(1) The lower grades of service in the Agricultural Department, which should be so systematised that men in the lower ranks will have opportunities to make themselves fit and show their fitness for higher posts;

(2) Men outside the Department, consisting of Indian scientists of merit and character, who will have got their training at their own expense and

* This statement was signed by the following officers: Messrs. Kharak Singh (Assistant Professor of Agriculture), R. Gopal (Assistant Professor of Economic Botany), Jagat Singh (Assistant Professor of Chemistry), Madan Mohan Lal (Assistant Professor of Entomology), all of the Punjab Agricultural College, Lyallpur; and by Jagat Singh, for M. Fatteh-ud-Din (Assistant Director of Agriculture, Punjab).

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responsibilities. We will speak about the lower grades of Agricultural Service under head II., but concerning the provision for scientific training of Indians in India, we would suggest (a) that each Indian University should have a Faculty of Agriculture, and every Agricultural College should be affiliated to some such University; (b) that the only degree in Agriculture which these Universities may award to successful students should be that of Bachelor of Agriculture (B.Ag.), so that post-graduate work may not come to be regarded as preparatory for a higher degree examination, but may remain to be judged by the quality of the work done; and (c) that the Faculty of Agriculture should have its own matriculation examination, so that on students attaining the middle school standard of education their parents may have to choose the future line of training for them. Thus Indian boys will start specialised training fairly early, which would surely produce a better average agricultural graduate than if the choice is made at a comparatively later stage.

Method of recruitment.—No competitive examination can be instituted for Agricultural Service, which needs specialists in different sciences, and selection must remain the only feasible method of recruitment. It is a general principle that the number and quality of prizes being adequate, the wider the field for selection, the keener will be the competition, for every one will try to do the very best one can so as to excel among many. Such a keen competition tends to produce a better average candidate, and we would recommend—

(1) That selections for all posts carrying a maximum salary higher than Rs. 250 per mensem, whether they be promotions from lower grades of service or direct appointments, should be made for the whole of India by a Selection Committee, which should be composed of—The Agricultural Advisor to the Government of India (President), the Directors of Agriculture of Provinces and the Principals of Agricultural Colleges (members). The selected candidates may be usually appointed to their own respective Provinces, but there should be nothing to prevent their being sent to another Province.

(2) That selections for all posts, the maximum salary for which does not exceed Rs. 250 per mensem, may be made by each Director of Agriculture for his own Province, on the recommendation of a Deputy Director of Agriculture or Principal of an Agricultural College, according as the post may be under one or the other of these officers. These men will remain in their own Provinces until they happen to be selected for a post carrying a higher maximum salary than Rs. 250 per mensem, when they may, if necessary, be sent to another Province.

(3) That for the recruitment to the posts at present held by the Indian Agricultural Service men who are recruited abroad, a method should be introduced by which Indian youths may be selected as probationers and sent abroad for two or three years to work in the most up-to-date laboratories under eminent scientists, on the understanding that if they should work there satisfactorily they will be retained to serve another year of probation in India, which, if satisfactorily completed would entitle them to be made permanent. Our subsequent recommendations regard-

ing allowances to these men will show that this experiment will cost only about as much as importing European young men on Rs. 400—30—460 per mensem on three years' probation, but will give a strong impetus to the development of India. We believe that while this method will not be an extravagant one, it will have far-reaching effects in inducing Indians (who can afford the expenses to go abroad on their own account and become specialists, which they cannot do inside India), so that they may be available for selections when opportunities arise. They will have got into scientific work sufficiently, however, not to give it up, if they do not get Government appointments, and they will certainly do their best to find scientific work elsewhere. As the above advocated method of recruiting Indians may succeed, the recruitment from abroad of young European graduates should be curtailed and ultimately stopped. In time (say, in 20 or 30 years) even such recruitment of Indians involving their being sent abroad on probation, would stop altogether. The impetus for scientific learning will have been given, and fully qualified Indians who will have gone abroad and widened their knowledge at their own expense and responsibility will be available for recruitment under the usual rules concerning probation.

68116. (II) **Systems of Training and Probation.**—Under this head we would recommend—

(1) That where a man is promoted from a lower to a higher grade of Service, it should be understood that he has had the requisite training for the higher post, and he should not be required to serve another period of probation. He should also receive the salary of the permanent grade from the date of his appointment to the higher post.

(2) That in cases of direct appointments the system of training and the period of probation should vary according to the grade of the post, viz.—Concerning the Indian graduates directly recruited as experts to spend part of their probation period abroad, their training would consist of work in Western laboratories under eminent scientists for a period of two or three years, as the case may be, and in India for a period of one year. The probation period should in these cases be calculated to begin from the time the recruit leaves his home, and on his being made permanent it should count towards furlough and pension. Concerning direct recruits to other posts, a probation period of two years, as at present, which counts towards leave and pension (if the appointment is made a permanent one) is satisfactory.

68117. (III) **Conditions of Service.**—The conditions of the Agricultural Service should be such that the best Indian intellect will labour for it, and after entering remain therein. Also they should be such that men of means will spend freely in giving their boys the best agricultural training which cannot be obtained without very considerable expense, inasmuch as the aspirants will have to go abroad. The present conditions of the Provincial Agricultural Service men compare very unfavourably with those of other Services, for instance, the Provincial Civil Service, as the following table will show—

Service.	Starting salary per mensem.	Maximum per mensem.	Average number of years taken for reaching the maximum.	Average number of years for reaching the grade of Rs. 400 per mensem.
Provincial Civil Service (Extra Assistant Commissioners, Sub-Judges, Extra Judicial Assistant Commissioners)	Rs. 250	Rs. 800	20 years	4—7 years.
Provincial Agricultural Service (Assistant Professors and Assistant Directors)	150	400	—	20 years for Assistant Professors, 25 years for Assistant Directors.

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The data for the Provincial Civil Service has been obtained from the quarterly Civil List of the Punjab, volume CLX-II., corrected up to 1st January, 1913.

In the Provincial Education Service of the Punjab which was organised in the seventies or eighties the starting salary for Assistant Professors was fixed at Rs. 200 per mensem, but for the Provincial Agricultural Service, organised within the last ten years, it was brought down to Rs. 150 per mensem, while the standard and cost of living has greatly increased since that time.

Inside the Department the responsibilities and duties of Officers of the Provincial Agricultural Service are such as to place them high above the subordinate men in the Service; but their position in other matters (e.g., the distinct mark of inferiority attached to the Provincial Agricultural Service, resulting in the absence of friendly intercourse between the Provincial Agricultural Service and Indian Agricultural Service men; their being in some cases assigned such limits, by their immediate Officers as make them (the Provincial Agricultural Service men) look small and reduce them to all appearances to the level of subordinate non-gazetted assistants, some of whom may be only 3rd class Officers drawing less than Rs. 100 per mensem salary; and their being 2nd class officers (even as some subordinate assistants) their position in other matters, we say, is of such inferiority, that they feel themselves in an uncomfortable situation. The Provincial Agricultural Service men in the College are also without a proper number of assistants due to the undermanning of the Department, so that they are seriously handicapped in attending to research as much as they desire, and which it is very important that they should do.

The Provincial Agricultural Service men, when they were made gazetted Officers, were like the Officers of the Provincial Educational Service, put in the Provincial Government's list, but sometime ago they were transferred to the Financial Commissioner's list, in which their names appear together with those of the Tahsildars. This has affected the status of the Provincial Agricultural Service adversely.

The conditions of salary are such that those who are married cannot afford to give their children even the same standard of education which they themselves have attained.

Their conditions of leave are so rigid that they can get no proper recuperation of their energies, so necessary if one is engaged in teaching which may extend through one's lifetime. It is down on paper (see Director of Agriculture Punjab's letter No. 2904, dated 15th September, 1910), that the Provincial Agricultural Service men are eligible for the experts' posts, but their opportunities to improve themselves under the present conditions are practically nil. We are suggesting proper improvements under the respective heads of Salary and Leave.

The need for larger salaries is felt in the various Departments of public service owing to—

(1) increased cost of living due to (a) dearth of food; Rs. 2 with difficulty go as far as one rupee did some years ago; (b) a general rise in the standard of living; and (c) a rise in servants' wages. Servants who could be engaged on Rs. 4 per mensem with food are now obtained at Rs. 10 per mensem, with food and clothing.

(2) increased expenses of travelling, the railway fares, too, have recently been increased by 50 per cent. :

(3) higher expenses of educating one's children. A student's expenses in an Indian College now average Rs. 45 per mensem, whereas some years ago Rs. 20 or Rs. 25 per mensem was enough.

For men busy with scientific work, this need for increased incomes is rendered still greater by—

(4) scientific hobbies being expensive;

(5) need to go abroad occasionally to widen one's own knowledge and get into line with the latest researches. This need is felt by all scientists, in-

cluding the Indian Agriculture Service men now imported into India;

(6) the fact that the scientific education of their children, combined with post-graduate work and special training, which for higher posts cannot at present be obtained in India and necessitates going abroad, would be much more costly than any other education in the Arts Colleges of India, and costlier than the same scientific education of European children, who have not to go far, and are in many ways helped to obtain their training on comparatively easier terms.

It is only proper to expect that scientists will try to give their children the best scientific education they can afford. In fact, on that hope would rest the future scientific development of India, for if those who would be knowing science intimately may not be inclined to let their boys follow the footsteps of their fathers who else would? In time India will be able to train most of her scientists at home. We would therefore recommend—

(1) that the prospects of the Agricultural department as a whole should be improved;

(2) that there should be no division into Imperial and Provincial Agricultural services, so that differences will consist in the kind of work and scale of pay without the attachment of an indelible mark of inferiority to one grade of service. The abolition of this division would result in greater harmony throughout the service and its single-hearted devotion to one common good—the agricultural development of India;

(3) that the department should from top to bottom be open to Indians, so that the expectation of rising to the highest post in the service would be strong in the hearts of men serving in the lower ranks of the department, and will be an incentive for greater exertions both to them and to students preparing themselves as specialists. There can be no question of listed appointments in the agricultural service, as no administrative needs exist herein (as they do in the Civil Service) rendering a minimum of British officers necessary;

(4) that the different grades in the Agricultural Service should so approach each other that in no case a change from a lower grade into a higher one should appear to be a revolutionary one;

(5) that the present Assistant Professors and Assistant Directors should be made first class officers with an increased starting salary, rising by annual increments to within the first class limits (i.e., above Rs. 500 per mensem). We have suggested a scheme under head IV., and there should be at least one Professor or Assistant Director, first grade, according to that scale for each province;

(6) that rules concerning leave and leave allowances may be so modified as to enable the men to go abroad occasionally on their own responsibility and expense in order to fit themselves for better work. These special rules may be rendered applicable to Indians only when the applicants desire to actually go out of the country;

(7) that there should be no difference in the pay and prospects of Indians and Europeans in the Agricultural Service. We have already shown that the needs of Indian scientists in several important respects (e.g., the scientific education of their children) are higher than those of their European brethren;

(8) that the present posts of Assistant Professors should be styled Professorships. Similar posts in all the private colleges and in some Government institutions are styled Professorships;

(9) that the present "Teaching and Research Assistants" should be styled "Assistant Lecturers and Demonstrators," and one should be attached to each Professor (now styled Assistant Professors);

(10) that men should get up to the maximum of their respective grades, automatically, by annual increments;

(11) that promotions should be on merit and not on mere seniority;

(12) that it may not be essential for a man to wait until he should obtain the maximum of his grade before being appointed to a higher grade.

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Thus really capable men will be able to rise quickly, and at no time will there result a block in promotions either for the exceptionally clever or for the average man.

For lower grades than those of the present Assistant Professors and Assistant Directors we would recommend—

(1) that men who have drawn a salary of Rs. 150 per mensem in the general agriculture line for three years be eligible for Tahsildarships;

(2) that men who have drawn a salary of Rs. 250 in the general agriculture line for five years may be eligible for Extra Assistant Commissionerships. We believe that these men, on account of their intimate knowledge of the agriculture of the province, would make good revenue officers. This will also be a harmless additional attraction for Indians to turn towards agriculture.

68118. (IV) **Conditions of Salary.**—We have already shown that the conditions of salary of the present Provincial Agricultural Service compare

very unfavourably with those of the Provincial Civil Service, for instance. It is essential, however, that the best Indian youths should come forward to join and remain in the Agricultural service. We also explained why there should be no differentiation in the pay and prospects of Indians and Europeans employed in the department. Our recommendations concerning conditions of salary fall under three heads—

(1) For the present Provincial Agricultural Service men;

(2) for the Indians to be directly recruited as experts according to the method recommended in suggestion (No. 3) under method of recruitment;

(3) for the Agricultural Service, as a whole, incorporating the above two.

(1) For the present Provincial Agricultural Service men, to be styled Professors and Assistant Directors as already recommended, we would suggest that their posts be divided into four grades as under:—

Grade.	Scale of pay.	Time taken to reach maximum salary of scale.	Permanent grade or probationary period.	Recruitment.
	Rs.	Years.		
IV. ...	250—20—270	1	2 years probationary ...	Direct.
III. ...	275—25—600	13	Permanent ...	From other lower grades of permanent service by selection on merit and from grade IV.
II. ...	600—50—800	4	Ditto	From grade III. by selection on merit.
I. ..	800—100—1000.	2	Ditto	From grade II. by selection on merit.

This scheme presents the following advantages:—

(i) Probationers would be only 2nd class officers during the two years' period of their probation.

(ii) When made permanent they will be 1st class officers, and will therefore be able to mix more freely with officers still higher in rank. Thus there will be closer friendly relations between the two classes, which will be a decided advantage. On the other hand, they will not be far removed from the officers below them, for in the majority of cases they will have been recruited from among them, and in cases of direct appointment to Professorships and Assistant Directorships, the men will have served as 2nd class officers during their two years of probation.

(iii) Apart from the higher salaries, the travelling allowances of College Professors will be negligible. The cases of the present Assistant Professor of Entomology and the Assistant Director of Agriculture, however, who have to do considerable touring, will be different. But they already deserve to

be given 1st class travelling allowances on the same considerations as hold good for Superintendents of Post Offices and for Sub-Divisional Officers who, no matter what their salaries may be, draw 1st class travelling allowances.

(2) As for the Indians to be directly recruited as experts, who should serve part of their probationary period abroad under training, as already recommended, we would suggest the following conditions of salary:—

Rupees 250 per mensem plus travelling expenses (2nd class steamer and rail) and all tuition fees during the whole period of their absence from India.

Rupees 400 per mensem during their one year's probation in India.

Rupees 500 in the grade of Rupees 500—50—1,000, on being appointed permanent.

(3) Incorporating the above suggestions we would recommend the following scheme for the whole of the department:—

	Grade.	Permanent or probationary.	Scale.	Time taken to rise to maximum salary of scale.
			Rs.	Years.
Demonstrators or Assistants in Colleges and Agricultural Assistants	III.	Probationary, two years...	60—5—65	1
Do. ...	II.	Permanent ...	75—5—100	5
Do. ...	I.	Do. ...	105—9—120	5
"Assistant Lecturers and Demonstrators" or Sub-Assistant Directors	II.	Probationary, two years...	150—5—155	1
Do. ...	I.	Permanent ...	160—10—250	9
Professors and Assistant Directors	IV.	Probationary, two years...	250—20—270	1
Do. ...	III.	Permanent ...	275—25—600	13
Do. ...	II.	Do. ...	600—50—800	4
Do. ...	I.	Do. ...	800—100—1,000	2
Experts ...	IV.	(a) European probationary in India for three years	400—30—460	2
		(b) Indian probationary abroad	Rupees 250 per mensem and travelling expenses and tuition fees	Pay fixed for two or three years as the case may be.
		(c) Indian probationer on return to India for one year	Rs. 400	
Experts ...	III.	Permanent ...	500—50—1,000	10
Do. ...	II.	Do. ...	1,000—100—1,500	5
Do. ...	I.	Do. ...	1,500—100—2,000	5

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The Imperial experts at Pusa may be in any of the three permanent grades given for experts. The Directors of Agriculture of Provinces and the Agricultural Advisor to the Government of India, however, should be appointed from among the experts, 1st grade, and given such acting allowances as may be considered to be sufficient in the respective cases.

It will be seen from the suggested scheme that direct appointments may be made to four grades carrying starting salaries of Rupees 60, Rupees 150, Rupees 250, and Rupees 400 per mensem, respectively, so that there will be sufficient latitude for dealing with all grades of intellect when Indians will have specialised themselves in India or abroad on their own expense, and will want to get into Service.

Professors and Assistant Directors of the 3rd grade, viz., those in the grade of Rupees 275—25—600 should be eligible for experts grade III. (Rupees 500—50—1,000), and Professors and Assistant Directors of the 2nd and 1st grades should be eligible for experts grade II. (Rupees 1,000—100—1,500).

68119. (V) **Conditions of Leave.**—We have already spoken about the importance of going abroad for all scientists. The need is realised by the Indian Agricultural Service men concerning themselves. Much more do Indians stand in need of the same, for simply their living in India will never make them scientists. The conditions of leave under the Civil Service Regulations for the Provincial Services in all departments of public service are not so lenient as for the Imperial Services on the basis, we suppose, that Indians who through the *provincia* services have not to go so far to their homes as the Europeans, who practically monopolise the *Imperial* ranks. That basis is a reasonable one so far as it goes, for a good many departments of public service, but for scientists, whether they be Indians or Europeans, their needs, as we have already shown, are practically the same, with the balance slightly in favour of Indians, if it leans at all. Indians will be going away from their homes into foreign lands, and their expenses on such trips may in many cases be even more than those of people returning to their homes.

We are therefore of opinion—

(1) That the Civil Service Regulations concerning leave, study leave, and furlough now current and as they be modified in future for the Imperial Services, should be applicable to all officers of the Agricultural Service, the maximum salary of whose grades may be at least Rupees 400 per mensem. A reservation may be made that advantage may be taken of those rules only when the applicants are to actually go out of India. In other cases the rules made for Indians in the Provincial Services should apply;

(2) that for all men drawing less than Rupees 500 per mensem the minimum leave allowance should be Rupees 250 per mensem when they go out of India;

(3) that experts, whether Indians or Europeans, should be treated equally for leave and in all other respects. Concerning officers employed in colleges we would submit that the duties connected with teaching are very exacting, so that they stand in special need of recuperating themselves when vacations begin. The European experts go away to the hills, when summer comes, and are all right, but the Indian members of the staff are not allowed to leave the place, where they have been labouring so that they might also get refreshed by a change of surroundings. We do not find it necessary in the interest of work, nor do we regard it of any ultimate advantage that the Indian members of the staff should be compelled to stay in the College throughout the vacations. If any special work requires their presence they would always be found willing to stay, and it will be their own interest that they should spend their vacations so well that it will help them towards their fitness for better employment. We would, therefore, recommend that the same rules should apply as regards vacations in the Agricultural Colleges as are current for the Educational Service in Arts

Colleges, viz.:—(i) that college vacations should be allowed on full pay; (ii) that privilege leave, if necessary, may be taken at other times on half pay. It is, however, only occasionally that officers in the Educational Service take any privilege leave besides enjoying the vacations; and (iii) that college vacations may not be combined with privilege leave, on half pay, except in exceptional cases.

68120. (VI) **Conditions of Pension.**—Considering that the average age in India as compared to that in the British Isles is very low, and that Indians age comparatively early so that many of them do not live to draw any pension at all, and many of those who fortunately see that day are not able to enjoy their pensions for any considerable length of time; we would suggest:—

(1) that Indians may be allowed to retire on pension at the age of 50 on medical certificate, and at 55 without medical certificate;

(2) that a service of 20 years with medical certificate, and of 25 years without medical certificate should entitle Indians to a pension amounting to half the average salary for the last three years.

In accordance with suggestions made under other heads we would recommend—

(1) that the period spent by Indian Agricultural Officers abroad under the rules usually applied to the Imperial Services should count towards pension;

(2) that the period of probation spent abroad by Indian graduates recruited directly for experts' posts should count towards pension.

68121. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services in Imperial and Provincial.**—Non-Europeans are at present practically excluded from the Imperial Agricultural Service. The reason for this exclusion does not appear to be a difference in educational qualifications, for there have been Indians who have had similar European qualifications to those of many of the European graduates appointed to the Imperial Agricultural Service, but they have been excluded from the Imperial rank just as much as those possessing only Indian qualifications. We believe that the division of Services into Imperial (recruited from abroad) and Provincial (recruited within India) with a distinctive mark of inferiority attached to the latter, naturally creates the impression in people's minds that the Imperial Service is meant exclusively for Europeans and the Provincial Service for Indians. The distinction, coupled with the fact that higher officials soon get so accustomed to meeting only Europeans in the Imperial grades, that the suggestion of any change in that respect gives them an unpleasant start. We believe that officials in the highest places who can and do take a statesmanlike view of things are free from such prejudice, but it does exist in the lower ranks, and the attitude of responsible recommending officials is often able to neutralise the good intentions which may exist in higher quarters.

Another limitation which exists in the employment of Indians for higher appointments is that in many cases they are denied those posts on the excuse of their being too young, while men considerably younger and with less experience are continually imported for those very posts from abroad. It has become a general rule that before an Indian should be appointed to a post in the Imperial grade he must get pretty nearly old. It seems to us that at the back of it all is the fear that if an Indian is appointed to a higher post while he is in the vigour of his manhood, he may become a very senior officer before the time of his retirement should approach. There can be nothing else against it except that some junior European officers may feel it as an unpleasant situation.

The working of the existing system of division of services into Imperial and Provincial is not satisfactory as a system. It brands one service as inferior, rendering it of a very low status and leading many men in the Imperial Service to treat the Provincial Service men with insufficient consideration. Exceptions do occur in this respect, but they

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only prove the rule. There is thus no friendly intercourse between the two services, and a common *esprit de corps* is not created.

We believe that the abolition of the distinction into Imperial and Provincial Agricultural Services, and the having of one general Agricultural Service for India which would include posts in various grades of salary, as already suggested, would meet the difficulty, and ensure the service being such a contented one that not only will it reflect itself in an evident popularisation of the department, but a decided start of the Indian people in the path of agricultural progress will soon become manifest.

68122. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—We have submitted that in our opinion men employed in the general agriculture line would make useful Revenue Officers. We have suggested that from among these men (i) officers who have been drawing a monthly salary of Rs. 150 (the maximum of their scale of pay) for three years, should be eligible for Tahsildarship; (ii) officers who have been drawing Rs. 250 per mensem salary (which may be the maximum of their scale of pay) for five

years should be eligible of Extra Assistant Commissionership.

68123. (IX) **Any other points within the terms of reference to the Royal Commission not covered by the preceding heads.**—Lately Government has issued a rule that those serving in the Civil Departments of service as opposed to the military, will in future not be awarded any agricultural land on their retirement from service, as was done previously. We believe that in many cases it will be a good thing for agricultural officers to be given agricultural land on their retirement, to which they may continue to devote their attention in their old age. In many cases their boys too will be found to have interested themselves in agriculture, so that the awarded land will usually remain in good hands. In our opinion, therefore, it would be well if Government would make that rule inapplicable to the Agricultural Service. It will also be a desirable thing, in our opinion, if men employed in the Agricultural Service are treated as "agriculturists" under the Punjab Land Alienation Act, so long as they continue in, or retire on pension, from that service.

LALA MADAN MOHAN LAL called and examined.

68124. (Chairman.) Witness was an Assistant Professor of Entomology and also did research work. He had only been in the Service about two years. He had spent one year at Pusa. He had not been to Europe, but obtained his specialised training in Entomology at Pusa.

68125. He would like to see India made the exclusive recruiting ground for the Agricultural Service. He did not suggest any immediate reduction of European Scientists, but only gradually as the measures for promoting the growth of Indian Scientists succeed. A great deal must be done to give further facilities than at present existed for that advanced teaching which was necessary to qualify an Indian for higher posts of independent original work in the Agricultural Department. He must be sent abroad for a couple of years to receive a scientific training as soon as he showed any special capacity for scientific work. At present the Agricultural Service was not popular among Indians, owing to the lack of prospects. Other departments of public service offered better lucrative careers for Indian youths. He agreed with the view that in selecting Indians for primarily practical agricultural posts, e.g., Deputy and Assistant Directorships and Professorships and Assistant Professorships of Agriculture, preference should be given to those who had lived on the land and to those who have gained by education an intimate knowledge of the land. But no very close association with land is essential for specialised sciences such as Entomology or Mycology. He thought most of the sons of landowners received a good type of education at the Indian universities, but they did not do so with a view of entering the Agricultural Department. Given the opportunity and a fair field and open prospects, he thought they would turn their minds in that direction. He had derived full benefit from the year he had spent at Pusa. He did not think it would have benefited him to stay there longer. In his opinion, the man who had received his general agricultural education in India, or had passed through a regular university course in science and then had undergone a post-graduate course at Pusa and in England, would become the best officer for the Service. Thus at present two methods of recruiting Indians in the Imperial Service are available in India:—

(i) Education at the Agricultural College plus Pusa training for directly agricultural posts.

(ii) Education at the universities plus post-graduate work at Pusa, for posts in specialised subjects as Entomology, Mycology, Chemistry, etc.

68126. In both cases European training should be given. With regard to the proposal that Pusa should be made into a central training institution and facilities should not be given to Indian youths

for going abroad for scientific studies, he did not think there was in India the same scientific atmosphere as there was in European and American countries, and men got wider views by going abroad. In the interests of proper scientific development in India, Indians should be encouraged to go abroad as often as possible. There was no professor of Entomology in his college, so that he was carrying out the whole work of the Province in the Entomological branch. In other branches where there were professors, the assistant professors had to do most of the teaching work. They did about three or four hours' lecturing every day, with the result that there was practically no time left for research. Practically, the professors were doing the research work and the assistants were doing the teaching.

68127. With regard to the suggested scale of salaries proposed in his written statement, his idea was that the Provincial Agricultural Service men who are gazetted officers should rise automatically to Rs. 600. At present they go up to Rs. 400 only and remain second-class officers. They should be made first-class officers; it would improve their status, which is very desirable, as some of them, e.g., the Assistant Directors of Agriculture and the Assistant Professor of Entomology daily come in contact with the District Officers all over the Province.

68128. Beyond Rs. 600 rise to second and first grade should be on ability. Only men who show special capacity would get to them.

68129. He recommended that pension should be payable to officers after 25 years' service because the work of the Department was so exacting, and Indians in India became comparatively old at an early age. Most Indians died before they had enjoyed their pensions many years. He believed the average age of recruitment to the Provincial Service at the present time was 24 to 25, so that the average age for a Provincial Officer on retirement was about 55. A comparatively small proportion of Indians survived that age.

68130. He desired to see the amalgamation of the Imperial and Provincial Services into one general Agricultural Service for India, which should be divided into four grades, carrying starting salaries of Rs. 60, Rs. 150, Rs. 250, and Rs. 400 per mensem, respectively. Recruitment into each of those grades would be from the next lower class, as well as by direct entry. The double entry would be a distinct gain, as it gives latitude for dealing with all grades of intellect. The scheme involved a considerable upheaval of the present system. But it would overcome all practical difficulties of the amalgamation of the Imperial and Provincial Services. An imported European would always begin in the highest grade

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—the grade of experts—hence under the scheme he was recommending the amalgamation of the two services would not adversely affect his status. And an Indian who comes in the Provincial Service now would begin in the humble grade of Rs. 250 and he would go into the higher grades only when he earns it by hard meritorious work. And this gradation of the Service would improve the status of Indians. The idea was that the Indian element in the higher Agricultural Service must be strengthened. And there should be no such invidious distinction between the Europeans and Indians in the service, as the division of the Service into Imperial and Provincial necessarily creates. Agriculture was a domestic industry, and if Indians were available, they should be given an opportunity of service. The present grades of pay for the Indians in the Service were very low and did not attract a suitable class of man to stick to the Service. He comes to the Department for a short period to gain experience. If the prospects were made better, if there was no division of the Service into Provincial and Imperial, and if there was no invidious distinction between men in the same grade, Indians of higher education would be attracted to the Department and stick to it. He admitted that those objects could be in part at any rate attained without such a complete reconstruction as he suggested. The chief thing was to encourage scientific training along with agricultural studies amongst Indian youths and the abolition of distinction into Imperial and Provincial Services, so that Indians could expect to rise to higher posts, and in the opinion of the members of the Provincial Service the scheme they have suggested regarding posts in various grades of salary will give about the best and most practical solution of the problem.

68131. (*Mr. Gokhale.*) The reason why Mr. Gopal had not attended before the Committee was because he had left the Service for another appointment in Kashmir. Mr. Gopal had been in the Agricultural Provincial Service, and his qualifications were excellent. He was an M.A. of the Punjab University and an M.R.A.C. and N.D.O., etc., of England. He had left the Department because the prospects were not good enough for him. His grade here was Rs. 250—Rs. 400, yearly increment Rs. 12-8. His salary in Kashmir started at Rs. 400, rising to Rs. 800. Witness, himself, before he joined the Department, took a Bachelor of Science Degree in the Punjab Institute, getting into the second class. He was then deputed by the Government to undergo a course of training at Pusa while he was holding the post of Assistant Professor. All the research work in the Department was performed by himself, in addition to which he had to do five hours' teaching work a week. A European with European qualifications holding the post witness at present held would have been designated Professor and would have been in the Imperial Service.

68132. It would be of great advantage to the country that qualified men after retirement should stay in the country. The practical experience they had gained during their term of office would not be lost to the country. Thus an Indian could serve his country even after retirement and could do work which would be useful to the country. He admitted having made a mistake when, in answer to the Chairman, he said most men connected with the land received a good education. What he meant was that the big landowning class who derive their income from land, mostly through agents, give their boys good education and seek careers for them in the Public Services of the country, and a sufficient number of these young men could be available for the Agricultural Department. But the vast majority of men who in practice are directly connected with land, who work on it, do not send their boys to Universities or to higher

schools. He drew a line between these two classes who have connection with land. One has only an indirect connection while the other has a real and direct connection. The vast majority of such men did not go to the Universities, but stayed at home. He saw the necessity of developing some one institution in India, so that Indians could cease to depend altogether upon foreign countries for their training, but under the present conditions there was no such institution in India. He would, therefore, institute a number of scholarships to send suitable young men to foreign countries, and fill whatever vacancies occurred in the Department from among the scholarship-holders. He believed such a scheme would give satisfaction to the young men of the country. There was considerable dissatisfaction amongst men of his own class who felt that a sufficient number of practical careers were not open to them.

68133. So far as he was aware, the Agricultural Colleges were not full. The instruction was given in English. The education at these Colleges was too expensive for the small zemindars and the large zemindars did not seem to be attracted by it. It does not pay them to educate their boys for managing their lands and so they send them to schools and Universities which offer better prospects for getting out into service. He believed if the course of instruction was made satisfactory, and if better Government appointments, both in the Agricultural Department and in the Revenue Service, were thrown open to College diplomates who show interest in land, they might be attracted to the Colleges.

68134. (*Mr. Sly.*) He had not been connected with the land prior to starting his career, nor did he find at the Punjab University any large proportion of students directly connected with the land; there were some sons of cultivators, but not a very large number. One reason why that class had not been attracted to the Agricultural Colleges was that the Department, during the comparatively short period of its existence, had not been able to any great extent to win the confidence of the cultivating classes. They also desired Government appointments, and they would accept positions in the Indian Agricultural Service provided the prospects were good enough. In India, owing to economic conditions, there could be very few workers in the field of science outside the ranks of Government officers.

68135. The course of Entomology at the College was very elementary; it did not compare with the course that had been laid down with regard to Chemistry. That was the reason why there was only an Assistant Professor for this particular subject, but he has all the Provincial work and an Imperial Service man in his Provincial capacity is not called a Professor but an Economic Entomologist or Economic Botanist or Agricultural Chemist, as the case may be.

68136. (*Mr. Madge.*) The only suggestion he could put forward for attracting zemindars to join the Department was the affiliation of the Colleges to a University. Under present conditions scope is very limited for Agricultural students, but if they be given a University degree they can get out into all branches of the Public Services. There were small vernacular classes for small landholders in the Colleges meant for those who cannot afford much time and money on education.

68137. At Lyallpur he performed research, professorial and provincial work. By the last he meant popularising the work of his section amongst the people. When an experiment had been carried out, he tried to introduce it amongst the people. A couple of zemindars were selected in the beginning to test the method, and if it was successful, it spread from place to place. That work was done under his advice and supervision. Most of the administrative work was performed by the Director of Agriculture. He (the witness) undertook provincial work under the Director's supervision.

(The witness withdrew.)

22 January 1914.]

At Calcutta, Thursday, 22nd January, 1914.

PRESENT :

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

SIR VALENTINE CHIROL.

WALTER CULLEY MADGE, Esq., C.I.E.

FRANK GEORGE SLY, Esq., C.S.I.

HERBERT ALBERT LAUBENS FISHER, Esq.

R. R. SCOTT, Esq. (*Joint Secretary*).

E. J. WOODHOUSE, Esq., Principal of the Sabour Agricultural College, Bihar and Orissa.

Written Statement relating to the Agricultural Department, being letters from E. J. Woodhouse, Esq., Principal, Agricultural College, and Economic Botanist to the Government of Bihar and Orissa, to the Director of Agriculture, Bihar and Orissa. (A) No. 287, dated Sabour, the 5th-10th March, 1913; and (B) No. 1,330, dated the 13th July, 1913.

(A)—LETTER OF 5TH-10TH MARCH, 1913.

68138. On behalf of the members of the Imperial Agricultural Service stationed in this province I have the honour to request you to be kind enough to address Government on the subject of the pay and prospects of our Service with a view to the discussion by the Civil Service Commission of the disadvantages under which we labour. I would suggest the following points for consideration:—

(1) The present sanctioned pay of the Service is at the rate of Rupees 400, 430, and 460 during the first three years in the case of supernumeraries, and after that the pay of the regular establishment rises by annual increments at the rate Rupees 50 per annum from Rupees 500 to Rupees 1,000 at the end of ten years, but it has been always more or less hoped that this was a temporary measure only intended to tide over the first years of the existence of the Service. At the present time this scale of pay is augmented by extra allowances in the case of some few officers who have reached the maximum and have particular qualifications for bargaining with Government.

(2) Under the present system candidates are either appointed as supernumeraries on Rupees 400, 430, and 460 with a view to their undergoing further training in India before being posted to the regular establishment, or are appointed on Rupees 500 direct to posts on the regular establishment. It might be expected that when supernumeraries have completed their training and been posted to substantive appointments similar to those held by persons appointed on the Rupees 500 grade, they should also be promoted to this grade pay, but this has not been the case. Supernumeraries have frequently been promoted to substantive posts, but are always retained on the pay of the supernumerary grade, and so continue throughout their Service to draw Rupees 150 per mensem less than other officers, who have in some cases been appointed to precisely similar posts at the same time and after the same length of service.

(3) Again, in the case of those who commence on the Rupees 400, 430, and 460, grade free quarters are allowed, but house rent is deducted from officers on the Rupees 500 grade, with the result that when supernumeraries have served three years and are judged worthy of confirmation in the Service on the Rupees 500 grade they find that they are drawing less pay than in the previous year. In my own case I drew (Rupees 460 less income tax Rupees 10-7-6—) Rupees 449-8-6 per mensem in my third year and (Rupees 500 less Rupees 50 house rent and Rupees 11-6-1 income tax—) Rupees 438-9-11 per mensem in my fourth year. It would seem hardly fair that officers should suffer in pocket from receiving nominal increases of pay.

(4) Under the present rules officers reach their maximum pay (Rupees 1,000) in from 10 to 13 years of entering the service and then they remain on that pay until the date of their retirement, while

the pay of officers of equal standing in other services is steadily increasing. It is believed that the Secretary of State had decided to consider the whole question when a sufficient number of officers are within reasonable distance of the maximum. Whether this is admitted or not, however, it does not alter the fact that there is at present nothing to tempt good men to remain in the Department for more than the time necessary to enable them to show their worth with a view to obtaining appointments elsewhere. Some of the best men have already left the Service on obtaining more satisfactory posts elsewhere. Moreover, the present low rates of pay are bound to influence recruiting adversely. There are perhaps always a very large number of applicants for appointments in the Indian Agricultural Service, but it is obviously very difficult to obtain candidates of the required standard.

(5) I would also point out that the smallness of our numbers precludes any addition to our pay by frequent appointment to posts on a higher grade, while officers of that grade are on leave. In other services it is found that the income of officers is sensibly augmented by such acting allowances.

(6) In addition to these considerations it must be remembered that prices are steadily rising, and so even apart from the above considerations pay that might have been considered adequate before 1905 is not adequate at the present time. Reference to the official figures for prices and wages in India will show that the price of common rice at Patna stood at an average of Rupees 2-8 per maund during the years 1901-1905, when the organisation of the Department was being worked out and recruiting was first commenced, while the price has since risen to an average of Rupees 4 per maund for the years 1906-11, an increase which has, of course, also influenced the price of labour.

(7) That the Service is beginning to justify its existence can be readily seen from a perusal of the published reports of the Agricultural Departments. In the case of this province, for example, the work done against one insect pest alone has enabled the cultivators over an area of ten thousand acres to reap a full crop for the first time for some fifteen years. The annual saving of some three or more lakhs of rupees as a result of one piece of the Department's work would seem to justify liberal treatment of the Service responsible for this result.

(8) In view of the above considerations I would put forward the following tentative proposals for improving the pay and prospects of the members of the Indian Agricultural Service.—

(i) That officers only draw pay on the supernumerary grade until such time as they are gazetted to substantive posts.

(ii) That the maximum pay of the Service be increased from Rs. 1,000 to Rs. 1,750 in the marginally-noted grade.

Supernumerary Rs. 400, 430 and 460.

Establishment grade 3 Rs. 500—50—1,000.

„ „ 2 Rs. 1,000—50—1,500.

„ „ 1 Rs. 1,750.

(iii) That the post of Director of Agriculture be thrown open to members of the Service on an additional allowance of Rs. 300 per month, with such other local or house allowances to which heads of other Departments are entitled.

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Mr. E. J. WOODHOUSE.

[Continued.]

(iv) That the maximum pension be earned after 25 years' service (and not after 30 years as at present) and that a smaller pension be granted after 20 years' service, as in the case of the Forest and other Departments.

(v) That the amount of the pension be increased in proportion to the increase in salary proposed in paragraph 3) and that additional pensions of Rs. 1,000 now granted only to the Agricultural Adviser to the Government of India be granted also to holders of the posts of Provincial Directors of Agriculture and to a proportionate number of those who have devoted themselves with marked success to research rather than to the no more arduous duties of administration.

(B)—LETTER OF 13TH JULY, 1913.

(9) I have the honour to address you on the subject of the work that has been placed in my charge as Principal of the Sabour Agricultural College and Economic Botanist to the Bihar and Orissa Government. The duties of Principal were added to my other duties from 18th June, 1911, and since then my time was taken up largely in getting to understand this branch of work, and studying the problems involved. As a result of the experience that I have gained, I should like to inform you that I am thoroughly dissatisfied with the present state of affairs at Sabour, and to warn you that no useful results whatever are likely to be obtained under the present conditions.

(10) *ECONOMIC BOTANIST'S WORK*.—Before discussing the College work, I propose to deal briefly with that of the Biological Section.

Botanical work up to 1911.—Previous to my appointment as Principal, I had been able to devote all my time to botanical work, and was producing satisfactory results on the following lines. As soon as I arrived in Bhagalpur in April, 1908, I took steps to start plant-breeding work without delay. In the absence of any suitable paddy land at Sabour at that time, I devoted myself to the study of the millets and pulses, and later took up sugarcane work with Mr. Taylor. Up to the present time this work has resulted in the publication of a Memoir on Soybeans, a short note on *Setaria Italica*, besides which sufficient material has been collected for Memoirs on sugarcane and the genus *Phaseolus*, which will be published whenever I have any time available to write up my notes.

In addition, I was placed in charge of the work of reorganising the exhibitions, and as a result of three years' work, during which time I collected samples of and compiled information concerning all the crops of the province, and made a careful study of the results obtained by the Department and the best methods of attracting and retaining the interest of the public in the Department's recommendations, I worked out an efficient system of conducting exhibitions, and prepared summaries of the Department's recommendations, and also two handbooks containing full directions for the conduct of exhibitions for the use of Secretaries of Exhibitions and the Department's officers. Owing to the neglect of my recommendations as regards the staff required by any scheme for getting into touch with the public, no further progress has been made since I relinquished the supervision of the work in 1912.

The crop-pest work of the Department was placed under my charge from its initiation, and in addition to the publication of a handbook on the pests of the province, the field work has resulted in the prevention of the destruction formerly caused each year by *Agrotis* on 15,000 bighas of the Mokameh Tal (the value of the crop saved being 2½ lakhs of rupees), and in the introduction of a method of storing potatoes to prevent the very considerable losses caused by the potato moth at Patna and elsewhere.

The teaching work necessitated the formation of a botanic garden, the collection of materials for teaching morphology and the compilation of a descriptive and biological account of the local flora—all of which was making steady progress up to June, 1911.

Position in 1911.—At the time when I was called

upon to take over charge of the Principal's duties it was my intention to complete the scientific side of the plant-breeding work on soybeans and sugarcane as soon as possible, and to take up the subject of paddy as soon as I had put the teaching work on a satisfactory footing by the preparation of a text book or a series of lecture notes, and by the publication of a local flora. The organisation of a commercial market garden and a nursery garden (attached to the Botanic Garden) for the supply of seeds and plants of ornamental varieties would also be required if the horticultural teaching was to be made a practical success. The crop-pest work only required extension on the same lines.

(11) *Present position*.—Since June, 1911, I have attempted to carry on the above programme of botanical work, but I have found it quite impossible to give sufficient time to it to enable the efficiency hitherto attained to be maintained. I have been able to continue the crop-pest work already in hand but in a very much less thorough manner. Very little field-work in plant-breeding has been possible, with the result that I am not able to follow up the results already obtained. The only time available has been devoted to the preparation of reports or to the routine work of carrying on my cultures until such time as I may be able to deal with them. A vegetable garden has been started, but I am not able to give proper attention to it or to the Botanic Garden. No time can be devoted to the improvement of the courses of instruction or to the training of the staff.

(12) It will be seen from the above that, whereas between May, 1908, and June, 1911, I was able to place the Biological Section of the Department's work on a sound footing and to produce results of value (it will be found that about three-quarters of the original papers published by the Department in recent years have originated in my section), since June, 1911, I have only been able to write up the results previously obtained, and to carry on some of my unfinished work, but in a much less efficient manner. It is not surprising, therefore, to find that this branch of the work no longer affords me any satisfaction, and can produce no further results likely to be of economic value. If it is desired to continue both the plant-breeding and teaching work on efficient lines, I should recommend that two botanists be stationed at Sabour, one of whom will do plant breeding and the other supervise the teaching and crop-pest work. Such a scheme is, I believe, already in operation in Madras. I should of course prefer to continue my plant-breeding work, as I consider that there are great possibilities before it. While the botanical work has only recently given cause for dissatisfaction, the same cannot be said of the college work which would appear to have been founded upon a misapprehension. To understand the difficulties of the situation it will be necessary to study the College work in all its bearings.

(13) *PRINCIPAL'S WORK*.—*Duties of Principal*.—I was placed in charge of the College work in June, 1911, in place of Mr. Dodds transferred to Pusa. I undertook this branch of the work in addition to my own duties, as it appeared to be obvious that the problem of the College teaching was then the largest problem before the Department and on it depended the future of the Department.

The amount of miscellaneous work which has to be done by the Principal is very large; in the first place, there is a considerable amount of administrative work in connection with the management of the estate. This work is greater than it should be on account of the delays that have occurred in laying out the estate due to the absence of funds. In the second place, the routine work of organising the teaching work, managing the hotel, checking the accounts and answering correspondence is heavy. This amount of work is quite sufficient to occupy the Principal's time, in addition to the supervision of the teaching of his own subject; and it is quite impossible for him to carry out satisfactory research work as well. The clerical staff is by no means large, and the pay offered has not been sufficient to attract really first-class men, so that an unnecessarily large part of my time has to be devoted to routine work which

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should be done by an efficient head clerk. The appointment of a head clerk on Rs. 100 per month would undoubtedly take a great deal of unnecessary routine work and worry off my shoulders, and would leave me free to tackle the larger problems.

In addition to his routine duties, the Principal is presumably expected to work out a proper scheme of education for the College and it is because I am certain that the policy which has led to the founding of the College on its present lines is a hopeless one that I am addressing you now. To make my position clear, it will be necessary to preface a statement of my views with a brief account of the history of the College.

(14) *Objects of the College.*—As regards the origin of the College I have always thought that the Provincial Agricultural Colleges scattered over India were founded by Lord Curzon as a part of his general scheme for providing facilities for technical education with the object of encouraging the educated classes to turn their attention to a business life rather than to Government service. The policy laid down for these colleges, has not, however, followed these lines hitherto. The standard curriculum drafted by the Board of Agriculture at Pusa, in 1906, laid down that the object of the colleges was to turn out students (*vide* proceedings of the Board of Agriculture, 1906, item 5a) "with a general knowledge of agriculture which would fit them for upper subordinate posts in the Agricultural Department and for employment as Managers of Court of Wards and private Estates." Subsequent experience modified the opinion of the Board, and in 1908 the Board made the following alteration in the above sentence (*vide* proceedings of the Board of Agriculture, 1908, item 73)—"which would fit them for managing their own or private estates, for employment as Managers of Court of Wards Estates, and for upper subordinate posts in the Agricultural Department."

In his speech, made on the occasion of the opening of the College in August 17th, 1908, Sir Andrew Fraser touched on the importance of technical education and drew attention to the uselessness of attempting to train men who were not hereditary agriculturists, but he laid particular stress on the fact that it was experts and executive officers for the Agricultural Department that it was expected to train at the College. In addition, he hoped that land stewards for zamindars' estates would come to the college and that short courses for zamindars would be established at the College or in schools staffed by passed students of the College. The next official pronouncement as regards the purpose of the College will be found in Government Resolution No. 770, of February 19th, 1910, in which it is stated that "the training in the College is not intended to provide an avenue to the Provincial and Subordinate Executive Services and that Government will not recognise the agricultural degree as a qualification for appointment to those services or for the managership of an estate under the Court of Wards. The gist of this pronouncement was incorporated in the prospectus, paragraph 3." "The training will fit students for employment in the Agricultural Department and on private estates The diploma will not be regarded as a qualification for Government employment outside the Agricultural Department."

(15) *Curriculum of Diploma Course.*—A standard curriculum for the Provincial Agricultural Colleges in India was first prepared by the Board of Agriculture, in 1906, and this was slightly modified at the subsequent Board Meeting in 1908. In 1909 it became necessary to consider the curriculum for the Sabour College and it was decided to follow the spirit of the Board's recommendations (*vide* resolution 9), that the preliminary science training should occupy the first two years of the course and the technical instruction in Agriculture should be given in the later years (*vide* Mr. Dobbs' demi-official, No. 528, of 5th June, 1909). These proposals were accepted by Government. Mr. Dobbs was transferred in 1911, and Mr. Sherrard expressed himself incapable of undertaking the sole charge of the

students in the third year, so that it became necessary to alter the Time Table to that given in the standard curriculum, page 1. In June, 1912, Mr. McGowan took over the agricultural teaching.

(16) *Previous proposals of increasing popularity of College.*—In the course of my work I could not fail to notice that the students were extremely dissatisfied with the openings before them on leaving the College, and that it was likely that the numbers of students admitted would therefore decrease. On this account, in February, 1912, I wrote a note on the policy of the Department with regard to the College, in which it was shown that the number of admissions to other agricultural Colleges appeared to depend almost entirely on the number of posts under Government that were available. In the absence of such inducements to enter this College the passed students would have to depend on private service, and so I proposed that an Appointment Bureau should be created for the purpose of bringing together land-holders and students requiring posts as land-stewards. At the same time the steady fall in the numbers of admissions due to the uncertain prospects made it appear necessary to take steps to ensure that the Department obtained sufficient recruits annually to replenish wastage and to fill new posts, as they were necessitated by the development of the Department. It therefore appeared to me to be advisable to publish some three years in advance an approximate list of the prospective annual vacancies. These suggestions were not accepted. I have also consulted various people regarding a scheme for starting one of the students on a farm at Government expense, but in view of the difficulty of obtaining lands and the chances of failure in our present state of knowledge and the harm such an occurrence would do. I have not pushed it.

(17) *Short Courses.*—A short vernacular course in Agriculture was first organised by Mr. McGowan in August, 1912, for the purpose of teaching improved methods of agriculture to cultivators and zamindars. The course lasted six months. In addition to the practical field work a few lectures were given in Botany, Horticulture, Surveying, Zamindari and Veterinary work, as it was considered not to be advisable to keep the students working in the field continuously. Nine students attended the course, of whom only one did not know English. The course has been continued during the present year and has been divided into two three months' courses covering the *bhadoi* and *rabi* seasons, respectively. It was also intended that the English-speaking students who would take both courses should be given some instruction in elementary science, but only one student has availed himself of this. There are seven students taking this course at present.

(18) *Admission of students into Diploma Course.*—In selecting students for admission into the first session of the College care was taken by Mr. Dobbs to impress on each candidate that Government service was not guaranteed to successful students. Since then, this policy has been continued and all applicants for admission are informed that Government service is not guaranteed to passed students of the College, but they are expected to make use of their knowledge in farming or in the management of private estates. The figures for admission give a good indication of the relative popularity of Government service and private enterprise. In 1910 there were 550 applications for 20 vacancies, but these were reduced to 190 when it was understood that there were no prospects of employment outside the Agricultural Department. Eventually 24 students were admitted of whom two were wards of Government. In 1912, 39 applications were received for 40 vacancies and 12 students entered the College. In 1913, 31 applications were received for 40 vacancies and six students, including two scholars, eventually joined, of whom one student and one scholar have since left. A large proportion of the applicants only desire Government service, and on being informed that such employment is not guaranteed to passed students they immediately find that

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family or other reasons prevent them from attending the College.

It is probable that a slightly larger number of students would seek admission if the last date for receiving applications for admission was postponed until June, and the commencement of the first session till July, in order to enable students who have just passed the Matriculation to apply and to take the course immediately after passing the Matriculation. This suggestion was made by Mr. Taylor in May, 1912, but was not accepted. In any case, the increase in the number of students is likely to be small. It is difficult, therefore, to consider the figures cited above as anything but a proof of the unpopularity of the College.

(19) *Reason for failure of College.*—The figures for admissions show clearly that the College has steadily decreased in popularity since it has been realised that it is not likely to be an avenue to Government Service. The absence of any demand for agricultural education can be ascribed to numerous causes. First, as regards the artificial demand caused by appointments in Government Service:—

(1) The diploma given by the College is of no value as a qualification for service outside the Agricultural Department; in 1910 the applications were reduced from 550 to 190 when this was made known.

(2) No statement has ever been made as to the number and pay of the appointments that are likely to fall vacant in the cadre of the Agricultural Departments of the Provinces concerned, so that there is no encouragement for prospective candidates for such posts to attend the College.

In the absence of any definite proposals for appointments in Government Service the guardians of prospective students must naturally consider very carefully the prospects of employment which are likely to result from the three years spent in obtaining the diploma. Such prospects of employment can only be of two kinds: (1) private service under land-holders as land-stewards or farm managers, or (2) farming.

A few applications for men to fill posts of land-stewards have been received and such applications always lay stress on the fact that experienced practical men are required. It is not likely that the demand for this class of men will increase until passed students of the College have proved their mettle. The fact that Government refuses to employ them in khasmahals and estates under the Court of Wards does not tend to encourage other land-holders to do so.

In coming to the question of the possibilities of farming as a profitable occupation for the educated middle classes, we have reached the crux of the problem. I have talked over this question with many people competent to judge regarding it and the general consensus of opinion would appear to be that under the conditions brought about by the permanent settlement it would be extremely difficult for a man to become a tenant farmer on a large scale and a zamindari manager or owner would not be able to make adequate profits from the cultivation of his scattered khas lands. It must also be borne in mind that a farmer who had undergone an expensive education would expect to be able to realise sufficiently large profits to enable him to maintain a position befitting his education. To do this he would require considerable capital and it is extremely improbable that this will be available in the case of a young man of the class under consideration. Again, up to the present a sufficiently large body of fact has not been collected to prove either that capitalist agriculture can be made to pay or to show what system of agriculture should be employed.

(20) *Criticism of present agricultural policy.*—Enough has been said above to show what is the position of the diploma course to-day; it now remains to indicate the lines on which the College teaching should be developed if it is to be of any service to the agricultural interests of the province. But before considering the educational edifice itself, it is necessary to make absolutely certain of the foundations.

(21) *Foundations of technical instruction omitted.*—The first essential to any scheme of scientific or technical education is a sufficient ground work of fact. It appears, however, that this principle was lost sight of when it was decided to improve Indian agriculture by the foundation of a College in each province simultaneously with the laying out of the experimental stations for the purpose of accumulating facts on which to base an improved system of agriculture.

In Bengal and in Bihar this mistake has been accentuated by the fact that the experimental stations have been multiplied without an adequate complement of expert officers to work each one of them. Such a mistake would naturally arise where the control of scientific work is put in the hands of officers accustomed to administrative work in which the independent work of a number of scattered offices is usually supervised by one superior officer. In consequence, the single Deputy Director has spent all his time in trains instead of on his farm and so has been unable to obtain any results himself, and has also been unable to ensure that any of the results produced by any of the managers of any of his farms are in any way reliable, with the result that the expenditure of large sums of money has produced no results of value.

This will appear to be a sweeping statement, but I can speak with some authority, as I have studied the farm reports very carefully, as can be seen from the summaries of the recommendations made by the Department which I compiled from the farm reports when in charge of the exhibitions. In perusing them it must be remembered that the list of recommended crops noted therein was objected to by me as unsuitable for distribution on account of their being impure local varieties instead of pure strains produced under careful supervision; and that Mr. Sherrard's observations on the work of the farm managers has since shown that it is very unlikely that their work has been sufficiently accurate to produce reliable results from the experiments carried out by them.

It is therefore necessary to preface any suggestions regarding the future of the College by pointing out that the College had to commence giving a course of technical instruction in Agriculture to prospective farmers before any improved system of farming has been worked out. At the present time an educated man who wished to farm would probably find it less expensive to spend his time learning the rule of thumb technical methods of agriculture from the ordinary cultivators. The College teaching must at present be confined mostly to science and to the principles of good agricultural practice as worked out in Europe, and is therefore only suitable to training Government servants for the purpose of working out the problems of Indian agriculture. The only private persons who would be likely to take such a course would be wealthy men who are willing to do pioneer work for the pleasure of it rather than for hope of profit. Unfortunately such a class does not appear to exist in India. In these circumstances it is not likely that the diploma course will attract many students until a paying system of agriculture has been worked out.

The means hitherto used to work out a paying system of agriculture have been ineffectual because it has been assumed that the amount of progress made depends on the number of farms opened by the Department under the supervision of a minimum qualified supervising staff. It is to be hoped that the complete failure of the agricultural work hitherto will lead to the provision of a largely increased staff of well-qualified Deputy Directors who will each be given a farm and a uniform tract in which to work. When such an organisation has been in existence some years and has made itself felt in the local agriculture, then only will a genuine economic demand for advanced agricultural technical education begin to be felt.

(22) *Defects in personnel.*—The next essential in technical instruction is an expert instructor provided with the best equipment. In this case no attempt has been made to meet these requirements.

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The first Professor of Agriculture started work here on 12th August, 1907, and since that time four officers have been in charge of the farm and agricultural teaching, a new officer being appointed to take charge of the agricultural teaching yearly (*vide* the subjoined table). The difficulties of the Professor of Agriculture are also increased by the frequent transfer of the more efficient of his overseers to other farms.

of English, so that they cannot understand the lectures and oral work, besides which their general education is defective so that much time is wasted while they are being grounded in English and mathematics. Much time could also be saved if only students who had been well grounded in science at the university were admitted. The curriculum also contains obvious defects which are attributable to the fact that it was prepared before

Name. (1)	Date of arrival in India. (2)	Appointments. (3)	Date of appointment. (4)	Date of transfer. (5)	Remarks. (6)
H. H. Corbin ...	.....	Principal and Professor of Agriculture.	12th August, 1907.*	24th August, 1908.	*Office transferred to Sabour
A. C. Dobbs ...	17th October, 1906.	Principal and Professor of Agriculture, also Acting Deputy Director of Agriculture.	24th August, 1908. 30th March, 1911.	15th June, 1911.	
G. C. Sherrard ...	19th November, 1908.	Professor of Agriculture and also Acting Deputy Director of Agriculture.	15th June, 1911.	2nd October, 1912.	
N. S. McGowan ...	23rd February, 1912.	Professor of Agriculture ...	2nd October, 1912.	...	Also does wheat work in Bha- galpur Division.

The objections to this arrangement are sufficiently obvious. The new officers are usually less experienced than those transferred elsewhere. No officer has been permitted to stay here long enough to study local conditions and to understand the local difficulties. Each new officer has differed from his predecessor in some points and so has not carried on his predecessor's work in those points; he has also taken some time in picking up the work, so that much time and money has been wasted in laying out the farm and initiating the experimental work. Many of the officers have been given district work to do in addition to the College work, which has prevented them from giving proper attention to the College work. It is, therefore, to be expected that the management of the Sabour Farm has never been brought up to that degree of efficiency which must be attained to make the technical instruction in any way convincing.

The frequent transfers have also resulted in hopeless want of continuity in the teaching. The views of each succeeding officer have differed from those of his predecessors, but none of them have had sufficient time to study the question properly. The unpopularity of the teaching work as compared with independent research and the frequency of transfers have led each agriculturist to think and hope that his stay at Sabour will be short, and so proper attention has not been paid to the working out of a suitable course of agricultural teaching. It must be recognised that in this Department it is the man that counts, and that one officer cannot possibly carry on the work of his predecessor in the same way as in the administrative branches of Government Service.

A sound course of agricultural teaching can never be worked out until a whole-time officer with considerable Indian experience has been in charge of the teaching at Sabour for some years and has made a thorough study of the teaching work, and brought the farm management up to a high state of efficiency. It must also be recognised that the best of the Indian farm staff are required on the Sabour Farm. It should be obvious that the present policy of treating the Sabour Farm as a depot from which any efficient overseer can be drafted elsewhere is fatal to the efficiency of the farm.

(23) *Standard curriculum.*—When the standard curriculum which was prepared in 1906 for the guidance of the staff of the colleges is examined in the light of our present experience several defects come to light. The entrance-passed students on arrival at the College usually have an insufficient knowledge

any experience of agricultural teaching in India had been obtained.

In the first place the syllabus of each scientific subject contains much more material than can be properly taught in the time available, if due attention is to be given to agriculture. This is largely due to the fact that it was expected that the whole of the appointments in all sections of the Department's work would be filled from the ranks of the passed students and so it was thought advisable to give all the students a complete training to fit each student for any post in the Department in case he happened to show natural aptitude for it.

The course has also naturally taken this line in view of the fact that its framers possessed a very limited amount of personal experience of Indian agriculture at that time, and so the natural tendency was to base the teaching on the principles on which sound agricultural practice is based rather than to attempt to teach practices about which nothing was then known. In accordance with this idea the curriculum laid down the principle that the scientific subjects should be taught first and the applied subjects, such as agriculture, afterwards when a ground work of science had been laid.

Our study of the history of the College and the reasons for the failure has placed us in a position to consider what modifications are necessary to put the work on a sound foundation.

OBJECT OF COLLEGE.

(24) We are now in a position to reconsider the future of the College. It appears to have been originally intended to provide the English-educated middle classes, who normally try to obtain Government appointments or some form of office work, with the technical knowledge necessary to enable them to take up farming or to obtain posts as land-stewards. In addition a certain number of recruits for posts in the Agricultural Department would be required. At the same time it was recognised that it was useless to train any but hereditary agriculturists. It will be seen, therefore, that while it appears to have been intended to attempt to train the educated middle classes to become agriculturists, at the same time it was admitted that such an attempt was not likely to be successful unless they were hereditary agriculturists. It is probable that in the future we shall be more likely to obtain success if no attention is paid to the interests of any particular class, but our policy is directed solely to promote the interests of Indian agriculture. Especially

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is it important that an artificial atmosphere should not be created by the admission of students who are merely candidates for service under Government outside the Agricultural Department.

The types of education which have attained popularity in England may serve as a useful guide to the future needs of India. In the first place there are a few colleges which cater for landowners' sons or science students who possess some education, and who wish to study the scientific principles of agriculture with a view to applying them in practice as land-agents or in scientific or expert posts. In this case only a small amount of attention is devoted to the details of agricultural technique. In the second place there are many colleges which cater for farmers' sons with a much smaller amount of education. In this case less science is taught but special attention is paid to the teaching of sound technique, no pains being spared to make the students understand farming as a business. Colleges of this type usually cater for the agriculturists of the particular tract in which they are situated and demonstrate the best systems of agriculture for that tract. Thirdly, comes the technical instruction given to employes in particular trades or branches of agriculture. For this only the most elementary education is required, and the instruction is intended to show the labourer how to get the best work out of his tools.

A comparison of the present system in use in India with the English one shows that the Indian Colleges are attempting to train simultaneously both scientific experts and practical farmers, and this work is being done under the following disadvantages:—

(i) The training of prospective experts must include a thorough grounding in all the sciences on which the art of agriculture is founded and the technical training in each of these sciences as applied to agriculture must be thorough in order that the students on graduation may be drafted into any post for which they have shown aptitude. This amount of scientific training is not required by a practical farmer. The amount of instruction in each subject could therefore be considerably reduced if the recruits required to fill special vacancies in the scientific branches were trained separately in the subjects concerned.

(ii) The education has to be given in English on account of the difficulty of giving scientific instruction in the vernacular and on account of the difficulty of finding any other language common to Bihar, Orissa, Bengal and Assam. Most of the students suffer from an imperfect acquaintance with English.

(iii) The course also differs from the English courses, in that the students have neither a foundation of science on which to build an understanding of technical agriculture, nor have they any stock of agricultural experience into which to graft the teachings of science.

(iv) In the absence of a proper basis of experience founding on experiment and observation it is only possible to teach the principles of scientific agriculture and such instruction, though suitable for the production of experts, is wholly unsuitable for the production of a class of practical farmers. It is probable that only a small proportion of the best students will be able to apply the principles successfully and the other students who attempt to farm are more than likely to fail. For such students a course with a minimum of science and a maximum of purely technical work will be most suitable, and its cost should be reduced to be commensurate with their future prospects.

It is likely therefore that eventually we shall find a demand for instruction of the following kinds:—

(i) In the first place we can provide recruits to fill vacancies in the scientific sections and to meet any private demand by offering post-graduate courses in such subjects as Agricultural Chemistry, Plant-breeding, Horticulture and Fruit Farming, Economic Entomology. Only a very limited number of students in any one subject would

be taken yearly, but they would work directly under the eye of the head of the section in his research laboratory. Only students with a sound grounding in science with particular reference to the subject concerned would be admitted. The course would probably be complete in one year.

(ii) The second course would be a technical course in agriculture, including horticulture, for the benefit of would-be farmers, land-stewards, etc. Very little science would be taught and that would be taught on nature study lines. The duration of the course would be reduced to two years if possible; it would probably have to be given in English on account of the number of languages spoken in the provinces concerned, but a vernacular course of the kind would probably prove more attractive. Students who pass through this course should make useful farm managers and land-stewards and should be suitable for all the general work of the Department.

It will be seen that the above scheme would avoid the waste of time involved in the teaching of an excessive amount of pure science in order to remedy the defects in the elementary education of the students, and the reduction in length of the course would enable us to deal with a larger number of students.

(iii) Besides these two courses there would be a series of short technical courses for the benefit of cultivators. These courses would either last for some time, e.g., the present *bhadoi* and *rabi* course, and so would enable the cultivators to see any improved technical methods in use during that season, or they would deal with special subjects, e.g., dairying, *eri* silk or lac cultivation, use of Rajah plough, horticulture, etc., etc. If necessary, instructors may also be sent out from Sabour to give certatin of these short courses elsewhere.

I must repeat that I can see no useful purpose in continuing either the present course or the second of the above courses for the present. In case more recruits are required for the Department I should recommend that the exact number of candidates likely to be required be determined and that this be published and the necessary number of students be admitted in one year and after these have been through the course, it should be closed down until we are in a position to recommence teaching on proper lines. The scheme for the first proposed course can be brought into force at once, though it will take time to work out some of the courses. In the meantime the present short course can be continued as we can recommend a sufficient number of isolated improved methods to enable such a course to be of some value.

For many years to come we can expect no genuine spontaneous demand for agricultural instruction of any kind, but such a demand is likely to make itself felt as soon as the district staff begins to demonstrate effectively the advantages to be gained by improved methods of cultivation.

(25) *Organisation of College teaching.*—As regards the organisation of the College teaching the general arrangements for the College are placed in the hands of the Principal, but owing to the fact that the European officers have always been of almost equal standing and also to the fact that the efficiency of the teaching has depended on the quality of the work done by each officer in working out his own course of instruction, the European expert officers have been directly responsible to the Director of Agriculture only for the efficiency of their work. This system was tacitly acquiesced in by Mr. Gourlay (*vide* Mr. Dobbs' demi-official No. 1103 of 19th September, 1909, to which no reply was received) and no alterations have since been made. The only advantage that can be claimed for it is that it has been found to work satisfactorily and without undue friction. It practically means that the Principal is responsible for the efficiency of the arrangements for the teaching work but has no power to control the actual teaching work carried out by the staff under the charge of his European colleagues, except by reporting to

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the Director any cases in which he thinks the teaching is not being efficiently carried out. The Principal's position therefore cannot be considered an easy one.

It will probably be found that the solution of the above difficulty will eventually be found when a really enthusiastic and experienced Professor of Agriculture has been obtained for Sabour and when the courses of instruction in each subject have been worked out, when it would be possible to make the Professor of Agriculture Principal and put him in sole charge of the whole of the teaching staff, while the European expert staff will assist him with advice as regards the teaching of their subjects when required to do so.

In the meantime I do not consider that any good can come of laying down rules for the conduct of the agricultural teaching. This subject is better left entirely to the officer in charge of the work, who will profit by his mistakes and work out a sound course provided that he is allowed time enough to do so. If this course is not adopted I can assure you that the agricultural teaching will never be efficient.

SUMMARY OF RECOMMENDATIONS. —

(26) *General policy.*—Enough has been said to show that the work of the Department has hitherto been directed on wrong lines. In the first place a commencement has been made with an advanced course of teaching before the local conditions had been studied sufficiently to enable any improved system of agriculture to be worked out. In the second place the work of investigation has been reduced to a farce, and an expensive one, by the attempt to organise scientific investigation on similar lines to administrative work. As a result this Province has been left miles behind those Provinces which have developed the Agricultural Department on rational lines, and it will take a great effort to catch up with them.

I am convinced that no progress in agricultural education is possible until steps are taken to push on the work of agricultural investigation, and in doing this it must be recognised that the progress made will depend on the number of trained European investigators employed. At present only sufficient Indian officers are required to act as assistants to the European experts. Any attempt to build up a large Indian executive staff under the supervision of a few European experts will end in failure. At present it would appear that four additional Deputy Directors are required (1) for Tirhut and North Bhagalpur (2) Patna and South Bhagalpur, (3) Chota Nagpur and (4) Orissa. The officer in charge of the sugar station should probably be a Botanist or a Chemist with a good knowledge of Agriculture.

(27) *Education.*—It has been shown that the teaching work has hitherto suffered from absence of material to teach and the absence of a permanent and experienced officer to work out a proper agricultural course. A definite arrangement regarding the appointment of an officer to carry through the agricultural instruction here must be made as soon as possible if the teaching is to attain to any degree of success. It will probably be admitted that the courses of instruction undertaken by the Department should be designed with the object of making known (1) sound systems of agriculture and (2) improved technical methods. It should avoid wasting its time on giving a preliminary general scientific education if that can be avoided. The advanced teaching work should eventually be carried out for the benefit of those employed in capitalist farming, who will require a thorough knowledge of the best systems of agriculture and of the technical methods by which they can be made a success. The necessity for this type of teaching will depend on whether it is found that capitalist farming is economically sound or otherwise desirable in India. Smaller cultivators cannot afford to give so much time to education and so instruction for their benefit should consist almost entirely in the practical demonstration of the best technical methods. There may also be a slight demand for persons trained in the technique of the sciences useful to agriculture. It is not, however, a part of the

Department's duty to give a training that will fit persons for appointments in Government service outside the Department and any time given to this may be regarded as wasted.

Three types of courses have been proposed to meet these requirements. The post-graduate course will be of service in training graduates of science colleges for the purpose of filling vacancies in the scientific branches of the Department. It will then be possible to reduce the science taught in the diploma course and to make it a technical course for those interested on the land. It is not, however, possible to start such a course until our knowledge of farm management under Indian conditions is much more advanced than it is at present. For the present the College may either be closed or used for the training of the staff required by the Department, the numbers of vacancies likely to be required in three years' time being published annually. The third item in the scheme, the short courses for cultivators, have been in progress for two years and they will be expanded as new material is accumulated. No course, however, can be expected to prove a thorough-going success until there is something to teach and until the quality of the Department's district work is such as to show clearly the advantage of the technical methods recommended by it.

The question of agricultural education is a very large subject and sufficient experience has nowhere been obtained in India to enable us to lay down a final policy. I would therefore suggest that steps be taken to lay the question of the most suitable types of agricultural education for India before the Board of Agriculture in December next.

(28) *Staff.*—At the present time I am quite unable to carry out the work of the Economic Botanist in addition to that of the Principal's office. I therefore propose that an additional Botanist be appointed to share a part of the work. Such a step can be fully justified when it is considered that the only conspicuous success to the credit of the Department has been obtained by me as Economic Botanist. This position would not however be necessary if it is decided to close the College at once and to put the whole of the teaching work in the charge of an experienced Professor of Agriculture as Principal. In order to take off as much routine work as possible from the Principal's shoulders a good Head Clerk is required. They also pointed out the absolute necessity of increasing the district staff by at least four officers if any results are to be obtained by the Department.

In view of the past policy of the Government in regard to the Agricultural Department it would appear unlikely that all the above additions to the staff will be sanctioned. There is perhaps a natural tendency for controlling officers who do not possess an expert knowledge of the work controlled by them to keep down the staff under them until they are certain that each officer is fully employed in doing routine work of a nature which can be easily checked. Scientific work which cannot be easily checked tends to be treated as a recreation for leisure moments. I would like to point out, however, that the Agricultural Department has no prospects whatever of producing the valuable results within its reach unless it is directed on very different lines from those common in executive work. The smaller the amount of administrative work demanded from each man the more thoroughly will he be able to do his legitimate work. For this reason I am convinced that the amount of progress in agricultural improvement will be found to be out of all proportion to the increase in the expert staff sanctioned, provided of course that good men are obtained.

I trust that you will find it possible to come to a decision regarding the above questions at an early date, as the existing state of affairs should not be allowed to continue for a day longer than necessary. In case it is not possible to carry through either the above or an improved scheme for putting the educational work of the department on a sound footing, I hope you will be able to see your way to allow me to revert to a branch of the Department's work in which I have some confidence.

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[Continued.]

Mr. E. J. WOODHOUSE called and examined.

68139. (*Chairman.*) The witness had been employed as economic botanist since his appointment in 1907. He had been at the Sabour Agricultural College since May, 1908, and was still carrying on the work of economic botanist in addition to his work as principal.

68140. His view was that the prevailing organisation at Sabour was not suitable. He would not propose to close the College entirely, but he would reduce its activities. He was originally in favour of closing the College until the Department had done a good deal more investigation work, but in view of the necessity of providing recruits for the subordinate posts in the Department, it would be necessary to continue the College work and to have a two years' course, mostly in agriculture. He contemplated an expansion in the cadre of the Agriculture Department. Such expansion was undoubtedly necessary.

68141. There were three research officers at Sabour, the agricultural chemist, the professor of agriculture, and himself. The research work, however, was done in spare time, after the teaching and administrative work was over. He did not approve of that system. He desired to continue the research work, as it was the most important work in the Department at present. He would therefore retain Sabour as a research centre, and he would set the officers in the research department entirely free from teaching duty. In some cases it would be of advantage to increase the staff by employing Indian professors for teaching work.

68142. He would not object to receiving highly-educated Indians at Sabour for a post-graduate course in the research department, provided they worked under the research officers.

68143. The best method for getting Indians into the higher branches of the Department on the agricultural side was to provide scholarships for school-boys belonging to the cultivating classes and to give them a simple agricultural training with a view to their entry to the subordinate Agricultural Service. Then, when they had been tried in the subordinate service for a time, they might be promoted to the superior branches of the Service on their merits. This method did not apply to recruitment for research and teaching posts. For such posts men might be appointed from the University.

68144. It might be an advantage to give Indian officers study leave to England after some years' service.

68145. In his opinion there was room for a research college both at Sabour and at Pusa. There was ample scope for both institutions.

68146. Officers recruited in England had hitherto come up to a high standard. Most of them had been obliged to take charge of their duties with very little guidance, and on the whole they had done their work very creditably. There were indications, however, that the present conditions were no longer attracting a good class of man. He therefore looked upon it as urgently important that the conditions of service should be improved. The rates of pay he proposed were inclusive of allowances (except those of Principal and Director of Agriculture). He regarded the scheme for continuing the pay of the Service as at present and giving allowances to selected officers as extremely unsatisfactory.

68147. The post of Director of Agriculture should be thrown open to members of the Service. In some cases a civilian selected for the post had not sufficient knowledge of agriculture to enable him to direct the operations of the Department and, as the Department increased, such knowledge would become more and more essential. The head of the Department need not necessarily be a scientist in any particular branch; he must have a general knowledge of agriculture in its broad aspects, and should also possess a knowledge of administration. He agreed that an officer of the Indian Civil Service who had had many years' experience in settlement work, would come to agriculture with a not inconsiderable knowledge of the subject, but the

great drawback was that such a man would have no knowledge of the possibilities of improvement in agriculture by scientific means. Personally he was very much in favour of appointing members of the Agricultural Service, who knew what those possibilities were, to the post of Director. A Civilian Director was liable to go astray in taking too much pains over organisation for organisation's sake, and to that extent neglecting to assist Departmental operations, the efficient conduct of which was really essential to the rapid development of Indian agriculture.

68148. He would approve of the principle, as applied in the Education Department, that officers entering the Service after 25 years of age should be allowed to count for pension the number of completed years by which their age on entry exceeded the age of 25. All the officers at Pusa (except the supernumeraries) were recruited after the age of 25.

68149. He was in favour of obtaining men at a somewhat older age in order that they might have had experience of research work under proper direction in England.

68150. (*Mr. Madge.*) He thought a start in advanced agricultural education should not have been made until a sound basis of knowledge had been established as a result of experimental investigation. He was not afraid that the proposal he had made to reduce the educational and increase the investigation work would react adversely on agricultural development. Practically all the men obtained for the College so far had been of the educational standard required by the college prospectus. The difficulty was that students of the landlord class had not come to the College, and, if they did, they had not the necessary qualifications to comprehend the present college course. The standard was therefore being reduced with the object of attracting people from land.

68151. His experience of the Indian lecturer was that he was better at teaching than at research work. He thought it was possible to obtain in a short time a class of first-rate Indian lecturers in all subjects taught at the College.

68152. He agreed that what was wanted in a college like Sabour was practical experience combined with theory, and that was one of the reasons why he suggested that the College should be closed down for a number of years, and investigation work carried on, and more knowledge obtained about the various agricultural subjects. It might be an advantage to have English lecturers in all the subjects teaching in the vernacular, but it would take five or ten years for the men selected to attain a really high standard of efficiency.

68153. (*Mr. Fisher.*) He would like to have four scientific experts on research work at Sabour—a botanist for plant-breeding work, an agricultural chemist and two agriculturists, one in charge of arable work, and the other in charge of animal industries. This referred only to Sabour. It should be understood however that research work in the districts should also be made possible by a considerable increase in the number of qualified Deputy Directors. Without such a staff it would be impossible either to discover and introduce improvements in the local agriculture or to provide material for an agricultural course suitable for students from all parts of the Province.

68154. When the college was reopened, his conception of its function would be that it should contain, first, a research department, organised as he had said, and, secondly, an elementary teaching department, the teachers to be Indians. It would probably be necessary in the case of agriculture at first to have European teachers. The students at the College would be confined to the agricultural side.

68155. Asked whether, in such circumstances, there was any reason why there should be a research establishment at Sabour at all, the witness explained that research work on plant-breeding, for example, would be devoted to improving the

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[Continued.]

local crops for the benefit of the people of the Province; it would not necessarily have any reference to the teaching.

68156. At the present juncture research at Sabour was much more important than the teaching. The research work would have two ends, one the direct improvement of the agriculture of the Province, and, secondly, the provision of material for the teaching work.

68157. (*Mr. Sly.*) The witness was recruited to the Agricultural Department when he was 23 years old. He was three years at Cambridge, taking the Honours Degree in natural science and one year at Cambridge taking the agricultural diploma. He then came straight out to India. He considered that was a bad method of recruitment. In addition to the college course, recruits should have had a longer period of training in practical research in England before coming to India. He himself did get some practical research at Cambridge in the summer of 1907. It was an advantage for recruits to expert appointments to have had at least some acquaintance with practical agricultural methods. And it should be laid down as an essential qualification for the post of Deputy Director that a man filling that position should have had at least a year's experience on the land.

68158. With reference to the proposals made to recruit a certain number of men of considerably older age, and of more established reputation, on short term agreements, he considered that such officers could be employed advantageously on special problems of which they had had previous experience but could not be economically employed in the ordinary district work of the Department.

68159. A young agriculturist on first coming out to India should be placed under an experienced Deputy Director, or agriculturist, in his own Province. As regards other subjects men should be deputed for a short time to work under the best of the specialists in their subjects, either at Pusa or elsewhere.

68160. With regard to the possibility of the employment of Indians in the Imperial Department, he proposed to have a two years' course of training in practical agriculture at Sabour. The matriculation standard for admission to that course would probably have to be abandoned. Having obtained the men, they would be employed in the Department on agricultural work in the districts. It was from the class he proposed to promote men into the Imperial Service. The idea was to have a two years' course to start with, and also to have a more advanced two years' course dealing more especially with agricultural sciences, which men might take after the first two years' course, either at once or at some later date. He agreed that if a man possessing only the matriculation standard or even a lower standard was taken and was given a two years' course, he would not be very promising material from which to obtain an officer of the class required to fill a Deputy Director's post, but the college was looking at the question from the point of view of agricultural develop-

ment rather than from any other point of view. The aim at present was to make use of the born agriculturist.

68161. With regard to the specialist side he proposed taking graduates in science as assistants to the European specialists, and also as teachers for some of the subjects at Sabour. From those two classes he thought it would be possible to select a certain small proportion of men for promotion to the Imperial Department. Selected men would take an extra post-graduate laboratory course. He was not of the opinion that it was necessary to give them any course of training in England; but it might be an advantage to send a man to Pusa, where he might get a rather wider outlook.

68162. The proposal put before the Commission that the Civilian Directorship of Agriculture should be abolished, that the head of the agricultural service should be filled by a suitably qualified departmental officer, and that a post of Rural Development Commissioner should be created, was quite a sound one.

68163. (*Sir Valentine Chirol.*) Recruitment in England was adversely affected by poorness of the prospects held out to officers in the service.

68164. One great difficulty which had been found was that the landlords of India were not qualified by their education to benefit by the instruction which Sabour was prepared to give. Therefore, to bring teachers out from England to teach that class of pupil would be a pure waste of money at the present time.

68165. One of the chief objections entertained by his service to the appointment of an Indian Civil Service officer to the post of Director of Agriculture was that posts of that kind were apt to be given rather as a convenience to the Indian Civil Service than from the point of view of the advantage of the service concerned.

68166. If it were laid down that the appointment of an Indian Civilian should only be made when there was a man in the Indian Civil Service who was known to have taken an interest in, and to be experienced in agriculture, that would considerably remove the objection to a considerable extent, but at the same time there was a danger in appointing a man of that kind, because he might not after all have a thorough knowledge of agriculture.

68167. (*Chairman.*) A candidate had no agricultural education prior to his entrance at Sabour, and his contention was that the Indian candidates who now entered the college were unsuited to the agricultural profession.

68168. (*Mr. Fisher.*) If his recommendation were carried out, and the college were temporarily closed, agricultural diplomas could not be granted for Bengal, Bihar and Orissa and Assam. That would not create a grievance, because Government had stated that they could guarantee no Government service of any kind. The college had not up to the present given any agricultural diplomas; the first agricultural diploma examination would be held next March.

(The witness withdrew.)

JATINDRA NATH CHAKRAVARTI, Esq., Agricultural Supervisor, Rangpur, Bengal.

Written Statement relating to the Agricultural Department.

68169. (I) **Methods of Recruitment.**—The present system of nomination form among distinguished Agricultural graduates and of promotion from the subordinate officers is quite satisfactory. Two-thirds of the total number of appointments should be filled up direct from among Agricultural graduates and one-third by promotion.

68170. (II) **Systems of Training and Probation.**—There are no fixed rules. All new officers should be appointed on probation for one year and put under training, at least six months of which should be spent on an experimental farm.

There is no regular system of training for the officers now. The courses in the Agricultural colleges are good as far as they go. But the officers selected direct from these colleges for the Provincial Service should undergo a further post-graduate training for two years either at Pusa or in one of the British or American Agricultural Colleges. The larger part of this period should be spent in practical work. They should be given a small allowance by Government during this period, as private students will have very little inducement to follow these courses. On completing the course satisfactorily, they should be appointed on probation for one year. Six months should be spent on

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an experimental farm in practical work and six months in touring under the direction of an Imperial Officer or a Senior Provincial Officer. Officers promoted from subordinate ranks should be appointed on probation for one year.

Provincial Officers promoted to the Imperial Service should spend at least a year in an approved European or American Agricultural College, if he has not already done so. This period might be treated as study-leave. The rule might be relaxed in exceptional cases.

68171. (IV) **Conditions of Salary.**—The present salary is Rs. 200—10—400. The present salary is quite inadequate and has been always a matter of grievance. The Provincial Service, it is understood, was created mainly for the purpose of organising and supervising agricultural demonstrations. The officers have to go about in the country, study the local conditions, and make out suitable programmes of demonstrations for each tract. They have then to carry these out through the influential people of the localities. They have to meet a good deal of prejudice and sometimes active hostility among the cultivators. Their work can be only effectively done with the assistance of the District Officers and zamindars. Their duties are no less heavy nor less onerous than those of the Provincial Officers of the other Departments. If this Service is to command the necessary amount of influence among the people, and if they are to carry out their work successfully, it is essential that this Service should be put on the same footing as the other technical Provincial Services. In most of the departments one can usually expect to rise to the grade of Rs. 1,000, and also of promotion to the Imperial Branch.

There are at present four appointments in the Provincial Service. This is quite inadequate. In addition to the officers needed for supervising demonstrations, there should be one officer in each of the following departments: Chemistry, Fibres, Economic Botany, Mycology and Entomology. There should also be two officers to assist in the supervision of farras. The Experts belonging to the Imperial Service find very little time to study local conditions by touring, and it will be the duty of the Provincial Officers to study special problems on the spot and carry the results obtained in our laboratories by the Experts to the houses of our cultivators.

Our people are ignorant and superstitious. With the resignation of fatalism they submit to the ravages of diseases and insects as necessary evils. Judging by appearances they got on well enough without an Agricultural Department at all, and if we wait for their demand for a more efficient manning of the Department we shall wait for ever. Very often when they resort to any remedies, they try fanciful remedies suggested by superstition. The only way to help people is to show them the value of true scientific remedies. The Department should have a well-trained staff to do their work properly. Not properly carried out, our recommendations will be no better than their own remedies and will have the effect of bringing the Department itself into discredit. At present one Mycological Collector and one Entomological Collector on Rs. 50 each, trained at Pusa, are our only allowance of officers dealing with disease and insect-pests. This allowance is sadly inadequate for the needs of the province both in quality and number.

The following scheme is submitted for consideration:—

There should be 15 appointments:—

(1) Five for supervising Agricultural demonstrations in each of the five divisions.

(2) Five for each of the departments of Chemistry, Fibres, Economic Botany, Mycology and Entomology.

(3) Two for assisting in the supervision of experimental Farms.

(4) One Personal Assistant.

(5) One for special enquiry and one supernumerary officer for filling leave vacancies.

It is desirable that the Personal Assistant should be an officer with a knowledge of Agricultural matters, and it may not be always easy to find such an officer in the Executive Service.

The grade of these officers should be fixed at Rs. 250—25—800, or they should receive two-thirds the salary of the Imperial Officers. Those who are specially capable should also have a chance of being promoted to the Imperial Service.

The discrepancy in the salaries between the Imperial and Provincial Services is much greater than in any other technical departments. As a matter of fact, the annual increment of the Provincial Officers is Rs. 10 only, the same as obtains in the subordinate service. The usual practice in most of the other technical departments is to fix the salary at two-thirds that of the Imperial Officers. As an alternative to the previous scheme, the same scale might be introduced into the Agricultural Department. At present the average salary works out at about one-third the average salary of the Imperial Service. In some departments, Public Works Department, Telegraph, etc., even subordinate officers enjoy very nearly the same salary as the Provincial Officers of the Agricultural Department—a maximum of Rs. 400 only.

A statement is annexed herewith as Appendix I, giving the names and qualifications of the present officers of the Bengal Provincial Agricultural Service. This will, I venture to submit, show that their qualifications are in no way inferior to the members of any other Provincial Service. As a matter of fact, they are in many cases superior, and some of them have received the same training as the officers of the Imperial Service.

It has been previously pointed out that the officers of this branch of the Agricultural Department are required to be almost constantly on tour. As a matter of fact, they have to be out nearly 300 days in the year and most of this touring is in the interior where conveyance is expensive and inspection bungalows scarce. The charge of Provincial Agricultural Officers is very large in area, and they have to cover long distances and have to be away from head-quarters for considerable periods at a time. For the above reasons, they have to carry a considerable amount of equipage with them and one or two servants also. The second-class rates travelling allowance allowed are very often insufficient to meet these charges. They should, therefore, be allowed first-class travelling allowances, as in the Public Works Department and Telegraph Department.

68172. (V) **Conditions of Leave.**—The officers of this Department can very rarely avail themselves of Sundays or of the ordinary holidays. On account of the very technical nature of their work, as well as on account of shortage of officers, very few of them can obtain privilege leave when due. They should, therefore, be allowed to accumulate their privilege leave up to six months.

68173. (VI) **Conditions of Pension.**—Having regard to the arduous nature of the duties of officers of this Department, most of whose time is spent in outdoor work and in continuous touring, 25 years' service should be enough to earn full pension.

68174. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.**—Under the present conditions, it is very difficult for an Indian to get into the Imperial Service. As a matter of fact, out of about 70 Imperial Officers in the whole of India, there is only one Indian. At least one appointment in each province should be reserved to be filled up by promotion from among members of the Provincial Services.

The sharp line which now exists between the Imperial and Provincial Officers should be abolished. As in the other cognate departments

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(Public Works Department, Telegraph and Forest), the duties of the Provincial and Imperial Officers should be, at least in the beginning of their services, similar, and Provincial Officers should be given independent charges, subordinate directly to the Director of Agriculture. Officiating vacancies in the Imperial Branch should also be invariably filled up by Provincial Officers instead of by officers from another province.

68175. (VIII) Relations of the Services with the Indian Civil Service and other Services.—(1) The Co-operative Societies and our Department must work together, and closer co-operation is also desirable with the Educational Department in the matter of Agricultural training in the primary schools.

(2) The Agricultural Department can do very little useful work in the way of demonstrations without the help of District Officers.

(3) It is possible that, when the Department is fully developed and organised, the Head of the Department should be an Agricultural Expert. But for a long time to come the Department, if it is to carry out its work successfully, must be presided over by a member of the Indian Civil Service. It is he who alone can command the necessary amount of influence among the District Officers and the public. The Department, as at present constituted, consists of the Agricultural Statistics, Fisheries, Sericulture and Veterinary branches and it will be difficult to get a suitable expert who will take an impartial interest in all these.

68176. (IX) Any other points within the terms of reference to the Royal Commission not covered

by the preceding heads.—The designation of Provincial Officers should be changed to Assistants to the Director of Agriculture. The present term "Agricultural Supervisor" is misleading as, in some other departments, the term is used only for subordinate officers. As the Department is new, the public and even officers of the other departments very often take them to belong to the same class and this sometimes leads to awkward situations.

68177. ANNEXURE TO THE ABOVE.—Names and qualifications of the officers of the Bengal Provincial Agricultural Service :—

(1) Jotindra Nath Chakravarti, B.A. (Calcutta University); Diplomate, Higher Agricultural Class (Sidpur Government Engineering College), M.S.A. (Master of Science in Agriculture, Cornell, U.S.A.). Received practical training at Pusa for nine months on return from the U.S. Appointed in 1908.

(2) Rajeshwar Das Gupta, Higher Agricultural student (Sidpur). Promoted from the Subordinate Service for special merit. Served in the Agricultural Department in various capacities for nearly nine years before receiving his promotion. Appointed Agricultural Supervisor in 1912.

(3) Dwijadas Datta (temporary). B.Sc. (Calcutta), M.S.A. (Cornell, U.S.A.). Was managing a farm of his own when appointed to the Agricultural Service. Appointed in 1913.

(4) Nagendranath Gupta (Temporary). B.A. (Calcutta), B.Sc. (Edinburgh). Appointed in 1913.

Messrs. J. N. Chakravarti and D. Datta went to the U.S.A. with Government scholarships.

Mr. JATINDRA NATH CHAKRAVARTI called and examined.

68178. (Chairman.) The witness was appointed to the service in 1908. He was a graduate of the Calcutta University, and received the agricultural diploma of the Sibpur Government College. He was then sent for two years to Cornell University where he received a degree of Master of Science in Agriculture. Then he went to Pusa for nine months. At present he was in charge of a Government farm. He had four subordinates under him in addition to clerks.

68179. A certain proportion of vacancies should be set aside for subordinates in order to encourage them.

68180. It was difficult to find a class of landholder in Bengal who cultivated his own land with his own hands or by direct personal supervision, and at the same time possessed educational attainments.

68181. It was advisable, if possible, to get men into the agricultural service who had been intimately associated with the land all their lives. Landlords were gradually exhibiting more interest in agricultural education.

68182. The courses at the agricultural colleges were good, as far as they went, but they did not provide a wide enough training for admission to the higher branches of the service. That did not apply to the Pusa course. He thought the training given at Sabour was quite sufficient for present needs. Those who required higher training could go to Pusa. He suggested that all officers desirous of entering the Provincial Service should go through a course at Pusa, except in special cases.

68183. He considered that officers, under his scheme of promotion from the Provincial Service to the Imperial Service, should, prior to entering the Imperial Service, take a course in some foreign country. It would give them a wider outlook. They should go away on study leave and obtain a certificate from an agricultural institution. Some of the officers now in the Provincial Service were qualified to fill higher posts, as they had had a scientific training abroad.

68184. The Provincial officer was carrying out work of a subordinate character to the Imperial

Officer, but the difference in pay between the two officers was too great.

68185. Full pension should be payable after 25 years' service. Officers now entered the service at about the age of 25, so that a man would have reached 55 under the present conditions by the time he had served 30 years.

68186. (Sir Valentine Chirol.) It would be difficult to give any figures in support of his statement that an increased interest was being taken by the classes associated with the land in the work of the Agricultural Department, but he could say from his own personal experience that that was the case. It could be fairly assumed that when it was a question of familiarising the Indian agriculturist with improved methods of agriculture, the Indian himself was in many ways much better fitted to bring that knowledge home to those whom it was desired to reach than a European. The duties of the witness's branch of the service consisted entirely of propaganda work.

68187. (Mr. Sly.) It took him four years to pass as a science graduate, that being the minimum period prescribed by the University. He held a Government scholarship of Rs. 10 for two years whilst in the University. He did not obtain a scholarship at Sibpur. He went there because he liked agriculture. He went to America with a scholarship worth Rs. 150 a month, with all tuition fees and other similar expenses paid. He was then sent by Government to Pusa with pay at the rate of Rs. 250. His American training had been of very great value to him in his work in India, in that it gave him an insight into American methods of propaganda work in addition to the necessary technical training. In his opinion men trained abroad were superior to men trained in India.

68188. An Indian who had his cultivation done by hired labour was not looked down upon. The total number of such men was small, and the number of educated men amongst that class was still smaller; but it was increasing. In the future he expected a considerable number of men from that class would be attracted to the college.

68189. (Mr. Fisher.) One or two landholders came

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to Sibpur College, not in order to enter Government service but in order to obtain agricultural knowledge, which might be useful to them on their own estate, but their educational qualifications were not very high. He was of the opinion that the number of landowners likely to avail themselves of the educational opportunities in Bengal in order to increase their own estates was likely to increase. He thought the courses undergone at the Provincial Colleges of Poona and Sabour were quite sufficient to fit an Indian for an advanced course at Pusa. It was not necessary that candidates for admission to the agricultural classes should have taken a scientific degree at the University.

68190. (Mr. Madge.) Zamindars might to some

(The witness withdrew.)

extent be compared with English landlords who took to agriculture for the sake of their estates and their tenants. There was a prospect of their number increasing with the encouragement they received from Government in agricultural colleges as well as from the scientific officers of the Agricultural Department; in fact it was increasing. He looked forward to a time when zamindars would be more deeply interested in agriculture than they were at present.

68191. There was no reason why the Indian agricultural training should not be raised to the highest standard in a reasonable time. And in so far as conditions of agriculture were peculiar to India, an Indian (or Anglo-Indian) had an advantage over a man from England.

At Madras, Tuesday, 27th January, 1914.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

SIR VALENTINE CHIBOL.

WALTER CULLEY MADGE, Esq., C.I.E.

FRANK GEORGE SLY, Esq., C.S.I.

HERBERT ALBERT LAURENS FISHER, Esq.

And the following Assistant Commissioner:—

LL. E. BUCKLEY, Esq., I.C.S., Commissioner of Revenue Settlement, Madras.

R. R. SCOTT, Esq. (*Joint Secretary*).

C. A. BARBER, Esq., M.A., D.Sc., Government Sugar-cane Expert.

Written Statement relating to the Agricultural Department.

68192. (I) **Methods of Recruitment.**—I consider that the present class of recruits to the Agricultural Department in India is by no means uniformly satisfactory, in that the men joining are good, bad and indifferent. The reasons for this are not far to seek. The selection of new men is usually done in haste; those who are responsible for their recommendation are not in a position fully to grasp the local conditions and the candidates themselves are often very ignorant in the subject; the starting and the ultimate scale of pay are inadequate to attract the best class. The inclusion of good men is a matter of chance either because they happen to be out of employment for the moment or are at present unaware of their own value.

To remedy this state of affairs—which is very serious—I would make two suggestions: (1) A permanent selecting Board should be organised consisting of recognised heads of Agricultural Departments in England; these should be kept fully informed as to the local conditions, and at least one member of the Board should be a retired member of the Indian Agricultural Department. (2) It is advisable to inaugurate a definite policy with the object of forming a regular reserve of officers to draw upon. The Department, judging by the numbers in the Agricultural Department of other countries, is bound to increase for many years to come and there will always be plenty of work to do for members of this reserve as will be detailed below. As an example of such a policy I might suggest that two agriculturists (and scientific specialists to a less degree) be entertained on probation for each year for some time to come.

68193. (II) **System of Training and Probation.**—The period of probation is at present three years. This is a long time for a young trained man to be in suspense, and there is no reason why, if greater

care is taken in selection in the first instance, this period should not be reduced to two years. This, however, I think is the minimum.

A reserve of agriculturists should usually be kept in each province according to its probable ultimate needs. These could be utilised by being placed in charge of sections of the country, in supplying leave appointments for which there is no provision at present and in the investigation of special problems. The day of special enquiries has only commenced and these will, I believe, form an increasing factor in agricultural progress for some years to come. I regard it as useless at present to send agriculturists for training in Pusa and think that they should be trained in their own province in order to assimilate the local conditions and language.

The case is somewhat different with regard to scientific specialists, although the danger of unsuitable selection is greater than in the case of agriculturists. There are far fewer men available and, as the standard required is higher, any mistake made is much more serious. I would suggest that the reserve in this case should be under the control of the Imperial Section with whom it would rest to place the specialists as early as possible in the provinces likely to need them. Speaking specially for Madras I consider that an additional Botanist could now be usefully employed under training, and I have no doubt that the same may be said of other sections.

68194. (III) **Conditions of Service.**—I do not know the conditions of service in the Agricultural Department as my agreement is a separate one, but I am informed that in several respects they are inferior to those of other recognised Services. This is a very serious matter, considering the class of university recruits aimed at, which is exactly similar to that in the Educational Department. If it is objected that the Agricultural Department is a small one I would point out that the

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recruitment of an unsuitable officer is a far more serious matter in a small than in a large Department. I consider that for the life of the Department the class of recruits should be unexceptionable.

68195. (IV) **Conditions of Salary.**—I consider that the salary offered at present is generally insufficient, both as regards initial pay and ultimate maximum. The initial pay does materially affect the class of recruits and will continue to do so until the Service is recognised as a good one. The tendency of those leaving the Agricultural Department at present is inevitably not to recommend it.

I have some experience in the recruitment of officers for the Agricultural Department, for during my last furlough I visited almost all the Agricultural Colleges and Universities in the Kingdom and was freely used by Sir Thomas Holderness in obtaining officers for various appointments. And I found that the prospects were quite insufficiently attractive to induce anyone to leave England who had a reasonable prospect of obtaining an appointment at home, frequently on a much lower scale of pay.

It is not desirable that an officer entering into service should reach his maximum rate of pay after 14 years' service and should then remain at this rate for another 15 or 16 years without the chance of improvement.

I would, however, here draw my first distinction between the agriculturists and scientific specialists. On the average the training of the latter is longer and more laborious and they enter the Services with a better equipment than the former. While it is perhaps possible to obtain young agriculturists at the rate of pay offered in other larger Services, I consider that it is idle to expect specialists to come out for the same salary.

I would recommend that it should be possible for all officers of the Department to rise to at least Rs. 1,500 a month, and that special inducements as regards initial pay should be held out to scientific specialists. And that there should be a chance for higher maximum pay than that named for the better men in each province.

68196. (V) **Conditions of Leave.**—It is generally admitted that the present leave rules are out of date and antiquated in several respects and I would merely desire that, if improvements are effected in this respect with regard to any of the other services (excepting the Civil Service and Military Service), they should be extended to the Agricultural Department as well.

68197. (VI) **Conditions of Pension.**—The pension at present offered is insufficient for anyone with a family to live in England. It is therefore necessary to seek employment upon retirement. I do not think that this is fair after 25 to 30 years in Government service in India. I would suggest the abolition of the Rs. 5,000 limit, that the rate of pension should depend upon the length of service and scale of pay during the last five years in India, and that an additional sum of Rs. 1,000 should be allowed to Provincial Directors of Agriculture, to the Agricultural Adviser to the Government of India and to certain selected officers in the scientific section.

68198. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.**—Non-European officers—that is natives of the country—should be employed wherever possible in the higher posts. It is unnecessary to fix any limit for this at present because it is unfortunately the case that, in spite of careful search, hardly a single one has as yet been found to be suitable. Thus far we have met with a lack of administrative ability and power of independent research which probably indicates that we have not succeeded in attracting the best class of Indian to the Agricultural Department. The only openings at present available are those of Professors in the local colleges, and such appointments should be made where possible in order to attract a better class of Indians to the Service.

The present division of the Imperial Service into "Imperial" and "Provincial" is a good one. But it is not ideal. It is, in my opinion, of absolute importance that there should at least be an Imperial section. Otherwise we should have a series of detached Provincial services, some successful, others gradually atrophying and ultimately disappearing. There is, however, at present a serious dislocation between the Imperial and Provincial Services. It is difficult, without fuller knowledge, for me to indicate the remedy, but I put the following suggestions forward in the hope that they may be of use.

There should be one Imperial Department of Agriculture with a chief officer responsible to the Government of India. There should be a special research establishment at Pusa with reserve scientific men to be placed in those provinces where it has been demonstrated that useful work can be done. There should also be a reserve of agriculturists drafted to the various provinces where expansion is most probable in the near future. Once in a province, specialists, and especially agriculturists, should be moved as little as possible, although in the former case a special problem will sometimes have to be studied in several provinces.

It is difficult to indicate the exact amount of control to be exercised by the Chief of the Imperial Department, but with capable local Directors there should be little cause for interference and in matters of administration the local Government should have complete control of all officers serving under it. The permanent staff of the Research Institute would, however, naturally be recruited by selection from the Provincial Scientific Experts.

68199. (VIII) **Relations of the Service with the Indian Civil Service.**—The Directors of the Provincial Agricultural Departments should be selected with much greater care than has sometimes been the case in the past. At present it has been found "convenient to appoint a member of the Civil Service" as Director. He is usually a better trained man and, when qualified, the results have been admirable. This arrangement is, however, anomalous and it cannot be expected that a suitable member of this Service will be usually available. The appointment of a Civilian Director should be dropped as soon as possible for the following reasons—

(1) He is usually insufficiently master of his subject.

(2) Cases have occurred where the appointment has been used with less regard to the needs of the Department than that of Civil Service.

(3) A capable member of the Department with administrative ability would obviously have an advantage over a civilian in directing its policy. There would also be fewer changes of Director.

(4) It would definitely raise the status of the Department to have a Director recruited from its ranks. This is an extremely important matter at the present moment, for, unless the Department is recognised as a good one it is idle to expect an improvement in the class of recruits.

It is of great importance for the success of the Provincial Agricultural Department that its Director should have as free a hand as possible in carrying out his work. In Madras the Director is under Commissioner in the Board of Revenue, who is responsible to Government for the Department. This officer is a very busy man, and the Agricultural Department with its multiplicity of detail of necessity can occupy a very small part of his time. There appears to be no reason whatever for this arrangement, for the Agricultural Department has nothing to do with the collection of revenue. The Madras arrangements (I cannot speak as regards other provinces except that they regard our system as extremely curious) of placing the Director of Agriculture under the Board of Revenue leads, in my opinion, to endless delay and confusion.

68200. (IX) **Other points.**—I would call attention to another matter in which the Madras Agricultural Department differs from those elsewhere in India. The scientific officers are under a disadvantage as compared with the agricultural recruits.

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I have already referred to the longer time involved and greater expense incurred (to put it on the lowest plane) in the training of a scientific specialist than in that of the average agriculturist. It is ruled in Madras that the post of Principal of the Agricultural College should be filled by agriculturists and not by scientific specialists. This is one of the posts carrying additional emoluments and I regard this treatment as likely to react unfavourably on the recruitment of scientific specialists for Madras. There is no reason why the Principal of the Agricultural College should be an agriculturist to the exclusion of scientific men, and the latter usually hold the position in other pro-

vinces. As regards the Director of Agriculture, I would leave the matter open but if two men of equal ability are available, one a scientific specialist and the other an agriculturist, I would choose the latter for the post. This being the case, I think it only fair that there should be a grade open to the scientific members of the Service with equal emoluments, after approved service to that of the Director. The matter is of some importance in view of the fact that in the general recruitment to the Department a mediocre scientific specialist would be much more of a disaster than a mediocre agriculturist because of the character of the work required of them.

Dr. C. A. BARBER called and examined.

68201. (Chairman.) The witness was recruited to the Service under special contract. He came out as Government Botanist on Rs. 700 a month with a free house. He had been fifteen years in India. At present he was Government sugar-cane expert for India on Rs. 1,500 a month with a free house.

68202. The present class of recruits to the Agricultural Department was by no means always satisfactory, and he suggested three methods for bringing about an improvement—first of all, the reorganising of the Selection Board; secondly, the forming of a reserve of officers in the Department, and thirdly, an improvement in conditions of service. With regard to the reorganisation of the Selection Board, he desired to associate on the Board gentlemen with Indian agricultural experience. At present officers coming out to India knew nothing about the Service, and after a few years they always showed signs of dissatisfaction that they had not been better informed at the time of their first appointment.

68203. With regard to forming a reserve of officers in the Department, he suggested that agriculturists, and to a less degree, scientific officers, should be entered on probation, irrespective of vacancies. If that scheme were carried out it would not entail an unnecessary expense, because it was certain that there would be a large expansion of the Department in the near future. Even if the contemplated expansion did not take place, there would not be any serious block in promotion, as the additional officers could be employed at once in every province. He knew roughly what the conditions were in each province, and he could definitely say that there was room for such an increase of staff. His proposal was in fact based on a very strong assumption that the whole Department was about to undergo considerable expansion. He thought that if these measures were adopted the present system under which officers were selected rather hurriedly might be avoided.

68204. He had recently visited almost all of the institutions in England, and had found that there was a large field from which suitable candidates could be recruited to the Department. In 1912 there were thirty diplomates at Cambridge, one of whom had been induced to join the Department after considerable difficulty. None of the other twenty-nine men had made any offer to come into the Service. He thought that was due to the fact that they did not consider that the pay and prospects were adequate. If pay and prospects were improved eligible candidates would, he thought, be tempted to offer themselves for appointment.

68205. The point he mainly insisted on was that there must be a large increase* in the Department in order that it might play its proper part in the agricultural development of the country. At present the Department only dealt with one small spot at a time, and obtained good results if it was able to concentrate its attention and its staff on that spot. There had been in Madras during the last five years two District Officers, one of whom had had to deal with 23,000 square miles of crops, and the other with 29,000 square miles. Great portions

of the country had not been touched, and many questions were started, only to be dropped for lack of staff. Where the Department had been able to concentrate its attention on certain definite questions it had met with enormous success. He might refer, for example, to the case of single seedling paddy. The Department had discovered that instead of planting four or five or six seedlings, one was sufficient for the purpose and that saved Rs. 3 per acre. This improvement was now carried out on 100,000 acres. The increase in the Department which he considered necessary, and which would inevitably come, stood or fell by the inclusion of a large number of Indians in the Department. The Department could not have a great force of Europeans in it; the number of Europeans would have to be increased, but the Service would have to depend very largely upon the higher subordinates. If those upper subordinate posts were thrown open, a very much better class of men would enter the Department. What he had said with regard to the class of man entering the European Service applied even to a greater extent to the class of Indians the Service was able to recruit. It was not getting the best men, as the pay and prospects were so poor, and the number of posts open to them were so few. In that respect the Department suffered in comparison with the comparable sections of the Forest Department, the Public Works Department, and the Educational Department.

68206. He would like to see one Deputy Director in every district, which would mean an addition of twenty-two men in Madras alone. Even then the charges would be far more than a man could really manage, but attention could be concentrated on individual problems, with the result that there would be a great increase in the prosperity of the country, and ultimately in the revenue to Government.

68207. He felt satisfied as the result of his own experience that Deputy Directors when sent into the country districts succeeded in inducing the Indian farmer to take up improved methods of agriculture. It took three to four years to introduce the most obvious improvement, and then it was only done by obtaining the friendship and confidence of the people.

68208. He based his desire for an increase of Indians on the following facts. Indians formed a very large proportion of the Agricultural Service, and unless their number was increased largely, he did not think the Department would be justified in increasing the number of its District Officers. He did not say that those District Officers should be Europeans. There was no feeling against any Indian officer in the Service, provided he was as good as the European.

68209. He thought Indians intended for promotion to the upper branches of the Service should be trained in the Department, should pass up through the upper subordinate grades to a Provincial Service, and should then be selected from the Provincial Service into the Imperial Service. He was strongly against any direct recruitment in England of Indians who had passed through a University course, unless they had been thoroughly tested out in India first. He had quoted in the

* The witness afterwards put in two notes which have been printed as Appendices VIII. and IX.

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written statement the report of the Commission on Technical Studies Scholarships, which pointed out that it was no use sending any Indian to England to go through a technical course there, unless he had had practical experience of the subject in India first, and unless he had been selected by the local authorities. He laid stress on the necessity for local selection in India, as the local authorities had intimate knowledge of a man's capacity and the work for which he was wanted.

68210. Having got his man, and assuming that he had been through a course of training in India, he would not suggest sending him to England, although there were certainly advantages to be gained from an English training. If a good man was found in the District Service, it would be a good thing for him to go to England for a couple of years, with the object of broadening his ideas. With regard to research, on the other hand, he did not consider at present the Indian colleges were sufficiently equipped to give a complete training. If a promising man was discovered on the research side, he would recommend sending him to an English University in order to be trained in his special subject. He would prefer to send a man to England for research purposes to sending him to Pusa, as Pusa was not sufficiently equipped with the necessary training staff. He agreed that the research work going on at Pusa was peculiarly adapted to Indian conditions, but he laid great stress on a thorough grounding in general principles. Moreover, Pusa was not in the tropics, and the crops on the whole were more similar to the crops of Europe than they were to those of southern India. The Provincial Colleges would be perfectly capable of training men in district work, and to a certain extent they would be capable of training them in teaching, but they would certainly not be capable of training them in research.

68211. The present standard of training in the Madras College was adequate for the class of man needed for the Service. He did not favour any method of direct recruitment of an Indian to the higher branches of the Service. Very occasionally a man might be appointed direct to the Provincial Service, but nobody should be appointed direct to the Imperial Service. An officer who had been in the subordinate ranks a considerable number of years would make an effective superior officer, and would hold his own with his colleagues. It was very difficult to say whether an officer recruited in that way would be likely to take the position of authority better than an officer highly trained and appointed direct. There was no doubt that a directly recruited officer would enjoy a certain amount of kudos, and he might possibly have more authority, but he would not be able to enforce that authority, as he would not know the Service so intimately as the promoted man and would not be respected by his subordinates in the same manner as the man who had risen from the ranks.

68212. The service would attract the best class of candidates if a prospect was held out of selection to the Provincial Service, and finally of promotion to the Senior Service. It should, however, be understood that a good man would be pushed on rapidly.

68213. In Madras the scientific specialist laboured under a special disability in that it was laid down that the post of Principal of the Coimbatore Agricultural College should be filled by an agriculturist. He did not know if there was a definite Government Order on the subject, but the practice was well defined. He did not say he would like the position to be open to both sections, but if it was a rule that the Principalship should be taken from the Deputy Director class, then he thought that some post carrying an equivalent rate of pay should be open to the scientific section. His whole object was to establish as fair conditions of service all round as possible. It was far more difficult to attract the scientific expert than to attract the ordinary agriculturist into the Department. He agreed that other things being equal, an agriculturist would be likely to be better qualified as an administrator, but the position of Principal required academic qualifications also.

68214. There was not the close contact which he would like to see between the research work at Pusa and the research work going on in Madras. He did not suggest the appointment of an officer with general authority over the whole of the agricultural service throughout India, because every province must be in charge of its own men, but he would like to see the authority of the Agricultural Adviser to the Government of India increased. He agreed that it would be a good thing if, in each province, there was an officer in general control over the Agricultural Department, the Veterinary Department, Co-operative Credit Societies, and possibly Village Industries. Assuming that a suitable officer could be found, it would be an extremely good idea, but what he was afraid of was that the scheme might result merely in the employment of an additional Secretary, and that he particularly wished to avoid. He disapproved of the present arrangement under which the Director of Agriculture was placed under the Commissioner of the Board of Revenue; he thought it was unnecessary.

68215. (*Sir Valentine Chirol.*) If the Department of Agriculture in Madras desired to bring any point to the notice of the Government of India, it should communicate direct with the Agricultural Adviser of the Government of India. What happened now was that a proposal would be made by one of the Scientific Experts to the Director of Agriculture, who had to forward it to the Board of Revenue. The Board of Revenue then sent it to the Government, and the Government might or might not send it on to the Government of India. The proposal might, however, be dropped at any stage, without reference to the expert by whom it was originated. If the question was merely one of scientific procedure, or co-ordination of scientific results, which had no reference to revenue or administration, then there were facilities for communicating direct with the Agricultural Adviser, and through him to the Government of India.

68216. The Agricultural Service was not one which required mere mental ability. Agriculture was a business, and anyone who was not a capable business man was of no use to the Service. A man could not be a successful man of business without technical knowledge, and for district work what they wanted was technical knowledge combined with business capacity.

68217. (*Mr. Sly.*) Local recruits to the Agricultural Department started on a salary of Rs. 35 rising to Rs. 50. He considered that such officers could in time be trained up to the standard required for the Imperial service. He agreed that better material might be obtained for the Imperial Service if officers were recruited direct to the Provincial Service on Rs. 200 a month, but they would not have had the necessary initial training. His suggestion was to recruit Indians from the subordinate to the Provincial Service; to test their capacity for a certain number of years; then, if necessary, to put selected officers through a post graduate course, preferably in India; and ultimately to promote them to the Imperial Service.

68218. The present average age of entry of the sixty men in the Imperial Department was 27 years and eight months. The ages at entry ranged from 20 to 40. Agriculturists should, he considered, have obtained a diploma from a recognised college, and should also have completed at least one year's training on a farm in England. That would make them 23 years of age. The research officer should have taken an honours degree at a recognised school, and should have completed at least two years on research, which would bring him to about 25 or over.

68219. On the whole he would be against bringing out a number of short-term specialists for the Department, as it would take a number of years for them to get accustomed to the conditions of the country. He quoted the instance of an eminent geologist who came out and proved an utter failure. He would be prepared to admit a possible exception in the case of a man who was engaged

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for a short term simply for the investigation of a special subject, but it would be an enormously expensive arrangement. Taking the post of bacteriologist, he explained that the bacteriological conditions of the soil in India were so different from those of the soil in England or in any temperate clime, that it would be useless to bring out a man of established reputation in England for a short period. It would be much better to appoint permanently men from England who had been trained as researchers.

68220. His colleagues considered that, if possible, the post of Director should be filled from the Agricultural Service and not by an Indian Civil Service officer, but personally he was not in favour of an immediate change. At present officers in the Agricultural Service were too young to fill the posts and if a Departmental officer were appointed he would hold the position for too long a time; and possibly also there were not enough officers in the Service from whom a selection could be made. He did not think it would be a suitable system to select an officer for a provincial directorship from the whole of India. There would be no objection to bringing a man from one part of the Gangetic plain to another part, provided the local Service was safeguarded against any injustice, and there might be no difficulty in taking a man from Bombay and putting him in the Central Provinces, but it would be a great mistake to bring a man from the Gangetic plain down to Madras.

68221. The position of Director should be open to the expert as well as to the agriculturist, but if there were two men available, one an expert and the other an agriculturist, he would choose the district officer for the post, other things being equal.

68222. It was not the case that experts (who should be a much smaller body than the Deputy Directors) were given compensation in the form of appointments at Pusa and special allowances. He was afraid the special allowances at Pusa were absolutely illusory. He believed that if the posts at Pusa were thrown open to the Department they would all go begging. If an officer from Madras was transferred to Pusa his provincial work would come to an end, and he would have to start all over again under entirely different conditions, in which he would not be interested. It was this consideration more than anything else which prevented men from going to Pusa. The theory under which the best of the provincial experts were selected to hold appointments at Pusa had broken down completely.

68223. A scheme providing that the Agricultural Service should have one of its own officers at its head that the Veterinary Department and Co-operative Credit Department should also be placed in charge of one of its own officers and that above these three branches of the Service, there should be an officer of the Indian Civil Service acting as Commissioner and dealing direct with the Government was a step in the right direction; but it was not an ideal scheme. A better system would be to have a trained technical officer acting as Commissioner. He agreed that one man could not be an expert in all three branches, but an officer trained in the technical work of any one of them would be much better fitted for the post of Commissioner than a mere administrator. He would not in the least mind a veterinary officer holding the position; he would be better qualified than an Indian Civil Service officer. What Government

wanted was an expert adviser and not a mere secretary.*

68224. (Mr. Fisher.) For the purposes of agriculture India could be divided into four main tracts, and there would no difficulty in transferring experts within the limits of those tracts, but if he was transferred from one tract to another, he would at first be under very great disadvantages.

68225. He would certainly not recommend that all candidates for the Agricultural Department in India should have passed through the agricultural course at Cambridge; there would be no advantage at all in that, and the Department would not obtain as good a class of man as it did at the present time.

68226. Nor would there be any advantage in selecting men at a comparatively young age, and in putting them through a course in an Agricultural College afterwards. The present plan was quite satisfactory.

68227. The starting pay of specialists and agriculturists would have to vary, because of the different qualifications required. For a scientific expert the Department would have to bargain directly in every case. There was no way of commanding the services of a good scientific expert in India, unless he was paid a very high figure. In his view a man might become a scientific expert two years after he had taken his degree. If an Indian obtained a good degree in India, and afterwards did well as a scientific research student at Cambridge, he should certainly be admitted straight into the Imperial Service, but he had never yet come across such a case.

68228. It would undoubtedly be more desirable at the present moment to strengthen the agricultural side of the Department than to increase the number of scientific and research officers.

68229. (Mr. Madge.) He fully believed that the operations of the Agricultural Department were sufficiently remunerative to justify a large measure of development. That view had been pressed upon the Government of India and a series of reports had been sent up at different times. During the recent meeting of the Board of Agriculture at Coimbatore, the dominant note was that great expansion must take place in district work.

68230. There was a class of landowner in Madras which corresponded with the landowners in Bengal who really took an interest in their estates, with the view of improving them, and the department had many friends amongst them.

68231. It was very hard upon a young man straight from college to be put in full administrative charge, and he would prefer that newly entered officers should have a certain amount of training before being placed in full control.

68232. (Mr. Buckley.) On the whole he thought it would be advisable to have a selection bar at Rs. 1,000 provided that there were not only a limited number of appointments above Rs. 1,000.

68233. He looked forward to the time when there would be a Deputy Director in each district. The first step, however, would be to get assistant directors in each district working under Deputy Directors who were in charge of four or five districts.

* The witness afterwards wrote: "I wish to modify this paragraph in that my answer had to be on the spur of the moment. After thinking the matter over and considering the type of Government in India and the excellence of the Civil Service, I withdraw my objection to a member of that Service occupying the post of Pusa Commissioner."

(The witness withdrew.)

M.R. RY. RAI BAHADUR K. RANGACHARIAR Avargal, Government Lecturing Botanist, Agricultural College, Coimbatore.

Written Statement relating to the Agricultural Department.

68234. A Provincial Service is necessary for this College, and some additions also to the executive branch. In all the other provinces, except Madras, there is a Provincial Service attached to the Agri-

cultural College. At Poona there are four or five men in the provincial grade. At Nagpur five, and in the Agricultural College at Pusa a number of them. In Bombay there are four divisional inspectors in the provincial grade, and in the Central Provinces there are seven men.

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In the Agricultural College, Coimbatore, there are 21 assistants at present and not even one in the Provincial Service. In the Forest College, which is also a technical college like our college, all the assistants are in the Provincial Service. The course in the Forest College is simpler and shorter than our college course.

Even at Saidapet there were two persons in this grade. (One was acting as Vice-Principal for ten years.)

This step will add to the prestige of the college, and the college will become more popular. Further, this will certainly attract superior type of men, and they will stick on to the Department and all the experience they gain will be an advantage to the college. Good men will take up appointments even in the lower grades, for there is every chance of their getting promotion. At present there is no inducement.

68235. (III) **Conditions of Service.**—The conditions of service so far as leave and such other privileges are concerned, the officers are at a disadvantage. They have lost all the advantages they have been enjoying while under the Educational Department, and even the few advantages of the Revenue Department are denied to them. The work of the assistants in this college is more arduous than in the Educational Department. Officers in the Educational Department have more pay, better prospects of promotion, and plenty of leisure besides the vacation leave.

68236. (IV) **Conditions of Salary.**—For our college we must have at least five appointments in the gazetted Service. All these may be on same pay, one being attached to each section. Or we may have different grades as in the Forest College, inasmuch as our college is in no way less important or inferior as regards the training.

At present there is a stop at Rs. 250, and comparatively speaking this is not fair. This college is more important, or at least as important as any other professional college, and as such it is only fair to bring this college in line with the other colleges, as regards pay, staff and conditions of service. This college certainly deserves, at least as much consideration as the Forest College, if we bear in mind the needs of the country. At present there may not be a great need for men of a superior type, but as soon as the college and the Department pass beyond the initial stage, there will be a great need for a better class of men.

[See also the supplementary statement by Rai Bahadur K. Rangachariar, immediately below.]

Supplementary Written Statement.

68237. (I) **Method of Recruitment.**—(A) *Indian Agricultural Service.*—Officers of this Service may be considered under two distinct classes: (1) Specialists and (2) Agriculturists proper, as the type of men required for the two branches are different.

(1) *Specialists.*—For some more years the specialists intended for research work of a higher order in the Department have to be recruited entirely from amongst Europeans, or Indians that have received a sound training in foreign Universities. Arrangements should, however, be made to bring into existence Indians capable of doing research work. Graduates in science of the Indian Universities that show special aptitude for science may be selected and sent to foreign countries for special training and drafted into the Department after the training. The scientific experts must consider the training of the Assistants under them for research work and the improving of the laboratories so as to bring them to the level of the model laboratories in Europe and America as a part and the foremost of their duties.

(2) *Agriculturists proper.*—As regards the officers who are to be pure agriculturists, recruitment should not be confined to the Europeans only. Indians should have a greater share in this cadre

than Europeans, because agricultural experts have to deal more directly with the ryot than the officers of other Departments. The officer for the agricultural side should possess a very intimate knowledge of the ryots' ways of thinking, their language and their needs to gain the confidence of the ryot. An European officer, however sympathetic and enthusiastic, cannot be expected to be able to do this work with the same facility as an Indian.

The present system of recruitment to the Indian Agricultural Service is that, when a vacancy occurs or is about to occur, the Secretary of State is informed and he selects a man, no nomination being usually sent up by the Local Government. This leads to the restriction of the selection to men resident in England and to the exclusion of Indians with foreign University qualifications who may have returned to India.

(B) *Provincial Agricultural Service.*—Recruitment for the Provincial Service, which, it is hoped, will be brought into existence soon, must be partly from the Subordinate Service and partly by direct nomination of men possessing high qualifications.

If the Scientific Assistants are trained properly by the experts, there need not be a special leave reserve in the Indian Agricultural Service. In the Educational Department the vacancies occurring by the granting of leave in the Indian Educational Service are filled up by selecting men from the Provincial Service.

68238. (II) **System of Training and Probation.**—All Assistants and officers of the grade of the Provincial Service should invariably be graduates in science and they should be made to undergo a course of training in Agriculture proper for a year. This system should be adopted until the local Agricultural College is able to turn out Licentiates in Agriculture of the right type, that is, men with good general education.

68239. (III) **Conditions of Service.**—At present the officers are expected to do both research and training work. This is not a satisfactory arrangement. An officer engaged in research work cannot devote sufficient time to teaching, without detriment to his research work. Teaching in this college is of a different type, and is far more taxing than in Arts colleges. Much time and previous preparation are needed for teaching and this, by itself, is a very hard task. So it is unfair to expect men who are teaching to take part in regular research work.

The primary duties of the experts being research work, the teaching has to be left entirely to the Indian Assistants and it is necessary that they must be in the Provincial Service.

68240. (IV) **Conditions of Salary.**—The Agricultural Department must be on a par with the Educational or Revenue Department as regards pay, prospects, etc.

68241. (V) **Conditions of Leave.**—Rules as regards privilege leave so far as applicable to the teaching section are a very great hardship. At present they are allowed to take privilege leave only during the vacation time. The principle on which vacation leave is given to teachers and professors in schools and colleges should not be ignored in this Department, as teaching work in this college is more arduous.

68242. (VII) **Such limitations as may exist in the employment of non-Europeans, etc.**—There is no need for any limitation as regards the employment in any branch of this Department, unlike the Indian Civil Service, for which such limitations may be considered necessary for political reasons.

68243. (VIII) **Relations of the Service with the Indian Civil Service.**—The post of the Director of Agriculture should be held only by an experienced officer of the Indian Civil Service who is specially trained. In view of the varied experience he gains in district work and his intimate knowledge of the conditions of the ryot, he is best fitted to be the head of this Department.

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RAI BAHADUR K. RANGACHARIAR.

[Continued.]

RAI BAHADUR K. RANGACHARIAR called and examined.

68244. (*Chairman.*) The witness had occupied the position of lecturing botanist at the Coimbatore College for the past two years. He had been 16 years in the Service. He had previously been connected with the Educational Department, from which he was lent to the Agricultural Department, and subsequently he became permanently attached to the latter Service.

68245. His first written statement consisted mainly of recommendations as to the organisation of the Provincial Service in the Agricultural College. The present scale of pay which he received in his present position rose from Rs. 330 to Rs. 660. He had modified his view as to the Provincial Service in a second written statement which he had forwarded to the Commission. His present idea was that there should be an intermediate Service leading to the Imperial Service. He preferred that method of recruitment of Indians to the higher Service to direct recruitment. He had two objects in view. If there were capable Indians they should be put straight away into the Provincial Service, with a view to being promoted to the higher Service. He would also give some encouragement to those who entered the subordinate Service, in that they would have higher pay when they retired. For that double object, it was necessary to have an intermediate grade.

68246. There were five definite scientific sections in the College, and at least one assistant ought to be on a higher grade of pay, so that he might have a better status. At present there was a good deal of difference between the assistant and the expert. The latter naturally did not consider an assistant as his equal. He recommended the establishment of a grade on Rs. 250 to Rs. 500. He meant that men would be promoted into the Rs. 500 grade, and if satisfactory there they would move on into the higher Service. His suggestion applied both to the teaching side and to the agricultural side.

68247. He thought the qualifications for entry into the college should be a distinct aptitude for science, and a subsequent agricultural training. He would test a man's aptitude for science by an ordinary examination in one of the local colleges.

68248. He would sooner see recruitment to the superior service by promotion from the Provincial Service than by a double process of promotion from the subordinate service to the Provincial Service, and from the Provincial Service to the Imperial Service.

68249. He did not agree with the suggestion that 10 per cent. of the vacancies in the Imperial Service should be reserved for Indians. There should be

(The witness withdrew.)

no limitation whatever, but there should be a preponderance of Indians in the purely agricultural line.

68250. With regard to the system of training at the College, he was of the opinion that the College should provide training for the higher class of agriculturists of India, and also a training for the ryots.

68251. Another point he wished to bring forward was that at present an agricultural graduate suffered very much in comparison with an ordinary graduate. Both took a four years' course. The arts graduate, however, was eligible to enter any department of the public service, whereas an agricultural graduate was supposed to be unfit for such positions. He was not considered as equal to the ordinary arts graduate. As a matter of fact if he was properly trained in the Agricultural College he ought to be superior to the ordinary arts graduate, because the scientific course in the Agricultural College was of a superior kind. He had been told that the training given at the Agricultural College in India was as good as that given in England.

68252. (*Mr. Madge.*) He thought a general admission to the effect that only people who were capable would be selected for promotion to the higher posts of the Service would give greater encouragement than the setting apart of a number of listed posts.

68253. (*Mr. Fisher.*) Assistants in the Agricultural Department had no chance of rising beyond Rs. 250, whereas in the Educational Department they could rise to Rs. 700. He admitted that no definite offer was made to teachers entering the College that they would rise to Rs. 700.

68254. (*Mr. Sly.*) There were two provincial appointments in the Agricultural Department, on Rs. 250 rising to Rs. 400, and there were five appointments on Rs. 150 rising to Rs. 250. He suggested the creation of a further intermediate service with five appointments ranging between Rs. 250 and Rs. 500. Officers for such posts should be recruited from amongst science graduates of the Indian Universities, who had undergone a subsequent period of training.

68255. (*Sir Valentine Chirol.*) He was not transferred at his own request from the Educational Department to the Agricultural Department. When he was transferred the conditions of service in the Agricultural Department were the same as they were at present, but he was not aware that he would be retained in the Agricultural Department. He was lent on a five years' agreement, but after four years had elapsed, it was thought necessary that he should stay in the Department, and he did not object.

At Bombay, Tuesday, 10th February, 1914.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

SIR VALENTINE CHIROL.

GOPAL KRISHNA GOKHALE, Esq., C.I.E.

WALTER CULLEY MADGE, Esq., C.I.E.

FRANK GEORGE SLY, Esq., C.S.I.

HERBERT ALBERT LAURENS FISHER, Esq.

And the following Assistant Commissioner:—

V. H. GONEHALLI, Esq., Extra Deputy Director of Agriculture, Bombay.

R. R. SCOTT, Esq. (*Joint Secretary*).

G. F. KEATINGE, Esq., C.I.E., I.C.S., Director of Agriculture, Bombay.

Written Statement relating to the Agricultural Department.

68256. *PRELIMINARY.*—I am called upon to submit my remarks at very short notice on my return from furlough after two years' absence. I therefore propose to deal with the matter in

general terms. I shall be prepared to give detailed reasons for my opinions, if called upon to do so.

Our Imperial and Provincial Staff consists of two classes (a) District Staff, consisting of the Deputy Directors and Inspectors of Agriculture, (b) the Staff of the Poona Agricultural College and Re-

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[Continued.]

search Institute, consisting of the Professors and Assistant Professors of the various Sciences involved. It has been repeatedly pointed out that the multifarious duties of both the District and the Teaching Staff are such that they do not admit of an adequate amount of research taking place, and it cannot be long before it is recognised that we cannot make satisfactory progress as a Scientific Department without the services of men who possess both the training and the leisure necessary for adequate research. I would therefore add a third class to the two already mentioned and divide the Department into three branches, namely: (a) District Staff, (b) Teaching Staff, (c) Research Staff, without, of course, meaning to imply that branches (a) and (b) are not to do any research.

68257. (I) **Methods of Recruitment.**—Members of the Imperial Service are appointed by the Secretary of State for India. Members of the Provincial Department are appointed by the Bombay Government. I can suggest no better method of recruitment.

68258. (II) **System of Training and Probation.**—It has been customary to post new probationers for the Imperial Service to Pusa. When such men are destined for the District or Teaching branches, it is desirable that they should be posted at once to a Provincial Department, if possible to the Province in which they are likely to serve in order that they may become acquainted with the natural conditions, rural problems and departmental organisation, with which they will have to deal.

As regards probation, the period of three years should be sufficient if the probationer is serving throughout the period under the same supervision, but may be insufficient in cases where either he or the Supervising Officer is transferred. For the purpose of a general rule, however, I think that the period of three years is suitable.

As regards research men, it will be necessary to have the widest field of choice either from our existing District and Teaching Staffs, with or without additional special training, or from men from other countries who are actually engaged in research work. In the latter case, the conditions of service, either permanent or temporary, would have to be fixed to meet each individual case, and there should be no hard-and-fast-rules. It would be an essential and important part of the duties of such research workers that they should associate with them in their research work other selected members of our staff in such a way as to train them to take up independent research work.

I think it must be confessed that at present our District Staff as a whole are not in sufficient touch with research work and that the Department is suffering from this cause.

68259. (III) **Conditions of Service.**—The existing conditions of service appear to me to be suitable.

68260. (IV) **Conditions of Salary.**—The pay of any class of men must be fixed on a consideration of the market rate of pay that such men can command, and the conditions under which they will have to perform their work. In the case of the Agricultural Officers, brought from England, the rate of pay must be fixed so as to attract the right class of men, to compensate them for the disadvantages and expenses of foreign service, and to keep them satisfied that they are getting adequate remuneration for their work as compared with other similar services in this country and in other countries. I think that the present rates of pay sanctioned for the members of the Imperial Agricultural Service fairly meet the case—at any rate, in the earlier period of their service. As regards the latter part of their service, it is to be noticed that they reach the maximum, viz., Rs. 1,000 per mensem in the fourteenth year of their service, and in the case of the men who have been appointed direct on Rs. 500 per mensem, in the eleventh year of their service. The only increment in pay that then remains for them to look to under the existing arrangements is the chance of a special allowance as Principal of

an Agricultural College or a Member of the Pusa Staff, which, from the nature of the work that some of them perform, they are very unlikely to obtain, however efficient they may be. I think that this should be provided for, but I am not prepared to make definite suggestions on the spur of the moment. I made enquiries in Java as to the rate of pay given to the scientific experts recruited in Holland for the Java Agricultural Department, and ascertained that the rates of pay were very similar to ours, viz., Rs. 500 to Rs. 1,000 per mensem for the great bulk of the staff, and a few posts of Rs. 1,000 to Rs. 1,200 or Rs. 1,200 per mensem for the men in the most responsible positions. A Government post in Java, however, includes amongst its attractions a free passage to and from Europe for the officer and his family, and in some cases a rent-free house. It must be realised that the average rate of pay obtained by men doing this kind of work in their own country is much lower than we have to pay for European experts in India. At the College where I received my agricultural instruction, the salary of the Professors was £300 a year and of the Assistant Professors £120 a year, and some very capable men had been working at the latter rate of pay for many years, with little chance of promotion. At the Agricultural College, Utah, U.S.A., a large institution with a teaching and research staff of 80, the rates of pay are as follows:—Graduates are engaged in the first instance on a salary of 800 dols. a year (Rs. 200 per mensem); those that prove themselves capable will become Assistant Professors, after a period of from 3 to 10 years, on a salary of from 1,200 dols. to 2,000 dols. a year (Rs. 300 to 500 per mensem), and those who eventually become Professors get a salary of 1,800 dols. to 3,600 dols. a year (Rs. 450 to Rs. 900 per mensem). There are no pensions. These rates are extraordinarily low when consideration is paid to the cost of living and the rate of salaries in America; indeed, the salary of 800 dols. a year, which is all that a selected graduate will get for a period which may extend to 10 years, is just about the pay that an unskilled labourer will get in the same locality; but there is no difficulty in getting good men to take the jobs, because of the interest that they take in the work and the dignity that is attached to the position.

As regards the scale of pay sanctioned for our Provincial Department, viz., Rs. 350—50-2—550 for Extra-Deputy Directors, and Rs. 200—30-2—350 for Divisional Inspectors and Assistant Professors, I think that these rates are suitable. Having regard to the cost of living in India, they compare favourably with rates of pay given in other countries to men doing this class of work in their own country. We have hitherto had no difficulty in recruiting for the Department the best of our Agricultural Graduates. It is necessary, however, to keep the rates on a level approximating to the rates paid for similar work in other Departments in the Presidency, or we should not obtain the men, and it may be necessary eventually to raise the maximum rates for men in the Provincial Service who are appointed to positions involving much responsibility. The rates are certainly lower than those given to the European staff, and it may be asked "Why not substitute Indian for European staff?" I am dealing with this matter in my remarks under Heading VII.

68261. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.**—I gather from the reports submitted by some of the members of the Provincial Service in this Presidency that they have three main objections to the existing division between the Imperial and Provincial Departments. The first objection is regarding the different rates of pay. I have already dealt with this matter under Heading IV.

The second objection consists in the allegation that Members of the Provincial Department are not given sufficient freedom or scope for independent work, but are unduly subjected to the

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Members of the Imperial Service. Whatever system of division or classification of officers may be adopted, some officers must serve under the general orders and supervision of others. The amount of independence granted by an officer to any officer who serves under him will depend on the temperament and experience of the controlling officer, on the one hand, and on the capacity, resourcefulness and reliability of the subordinate officer on the other hand. It is certainly very desirable that officers in the Provincial Service should be given a large degree of independence, and anything like excessive departmentalism is to be deprecated in the Agricultural Department; but this is a matter that depends very much on the personal equation, and I do not see how it can be provided for by any hard and fast rules. The Department is a new one from top to bottom, and we are all in need of criticism. It is perhaps too much to expect that such criticisms as are made shall never hurt anyone's feelings. In so far as any genuine grievance exists, however, under this head, it points to defective administration rather than to defective rules.

The third objection, that the division of the Department into Imperial and Provincial is derogatory to the latter and checks esprit de corps seems to have little substance apart from the two objections already noted. I do not see that there is anything in the terms Imperial and Provincial that is objectionable; but if any sentimental grievance exists on this point, I should have no objection to the abolition of the terms, and to place all the officers on one list.

As regards the employment of Europeans and Indians in the Department, I see no reason why any man should not be promoted to any post for which he is qualified. Indians have already been appointed to high posts in this Department. But speaking as Director of Agriculture, with reference to the present generation and the work in hand,

I think that a proportion of European officers is essential in both the District and Teaching Branches (*vide* classification of branches made in paragraph 2). As regards the Research Branch, which does not yet exist apart from the two branches already mentioned, but which I hope to see shortly created, the only qualification needed is capacity for and experience in research work. At present I think we must look outside India for the men we want, but the sooner they can be obtained in India the better for all concerned.

68262. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—It is very important that close and friendly relations should exist between the Agricultural Department on the one hand and the Indian Civil Service and Irrigation and Forest Departments on the other hand; and this need will increase as time goes on. Hitherto our relations with other departments have been most friendly, and many officers in the Indian Civil Service and other Departments have co-operated with our work in the most cordial way. The Department is expanding rapidly, gaining experience daily and improving its organisation. I anticipate that in the near future it will be expected to advise and co-operate in matters with which it has hitherto had little concern; and it is probable that questions will arise regarding its exact position in the general scheme of administration. Such questions must be disposed of as they arise.

68263. In conclusion, I would suggest that the future of the Agricultural Department is not yet sufficiently defined to make it possible at this stage to provide for future contingencies, and would deprecate any attempt, at this stage of development, to fetter our expanding activities by hard and fast rules. Rules which are suitable for one Province to-day are often inapplicable to another Province to-day, or even to the same Province in a few years time.

Mr. G. F. KEATINGE called and examined.

68264. (Chairman.) The witness had occupied his present position for six years. He had been 19 years in the service. Prior to his taking up the Directorship he had undergone a two years' agricultural course in England.

68265. He had suggested dividing the department into three branches, but he did not intend to imply that there should be any hard and fast division. With regard to the suggestion of other witnesses, that there should be no further separation between research and administration than existed at present, and that it would be injurious to the progress of agriculture if such were the case, he said that to some extent there might be difficulties in that respect under the scheme he had put forward. Under present conditions men who ought to be in a position to undertake research work had not sufficient time to do so; they were occupied with teaching work, with administrative work, and with a mass of correspondence with the public. They ought to be relieved of some of this work, in order that they could devote more exclusive attention to research. He would like to have some men whose primary work was research, and who would form a definite branch of the service recruited in a different way. How they would be recruited would depend on how it was possible to recruit them. It would be difficult to obtain suitable men, and there would have to be an absolutely free hand in the matter of recruitment. He certainly thought that research work could be combined with a certain amount of teaching.

68266. The suggestion that the Pusa staff should consist of officers who had attained high positions and who were near the end of their service, and that they should form an Advisory Board for agriculture for all India, was no doubt a valuable one, but he had always understood that the

primary object of Pusa was to provide for post-graduate research, and that research would be carried on by the members of the institute, who would be prepared to train other people in their methods. Certainly, in so far as a staff could be brought into existence there, which would be able to advise the Provinces generally on matters which they were investigating, it would be, and was at present, very valuable. The conditions at Pusa, however, were very different from what they were in other parts of India and the distances to be covered were so large that Bombay, for instance, very seldom saw members of the Pusa staff. Although he would like to see Pusa raised to the highest possible standard, he regarded it as essential that there should be other research centres in appropriate localities. He did not think in practice it would work out that Pusa could be a senior research centre with authority over the other centres. He thought each Province must do a great deal of its own research work, as the conditions in different Provinces were so very varied. There were problems in the drier parts of the Bombay Presidency which were not known at Pusa.

68267. He thought in years to come a certain number of the Deputy Directors would be qualified to hold the post of Director of Agriculture. It was mainly a matter of personal characteristics. The main part of the work which a Director had to do was administrative, and so long as a man had the capacity to do that kind of work, it did not matter whether he belonged to the agricultural service or to some other service. Of course, the man occupying the post should know something about the subject. As the work of the service expanded it would tend to become more administrative, and it would train men to become better administrators in the higher branch.

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68268. He regarded it as important that provided competent men could be found, there should be an indigenous agency in India in the Department of Agriculture.

68269. The Bombay Presidency was divided into four divisions, one of which was in charge of an Extra Deputy Director, a member of the Provincial Service. That gentleman had been selected from amongst a number of candidates about 7 or 8 years ago, and was sent to Cambridge for a special agricultural training. Having taken his diploma he returned to the Presidency, and was appointed first of all as Divisional Inspector of Agriculture, and was subsequently promoted to the position of Extra Deputy Director. He came from the cultivator classes.

68270. Difficulty was experienced in the Bombay Presidency in getting men from the cultivator classes with sufficient education to make capable administrators. There was, however, a certain number of such men. Another difficulty was that a man might come from the cultivator classes but have no experience of cultivation.

68271. The only way in which active steps could be taken with a view to getting into the Service officers who had previous agricultural associations was to try and catch such men young, and get them to join the Department. Some years ago he had visited most of the High Schools in the Presidency, and had tried to pick out boys of the cultivator classes for scholarships at the agricultural college. He picked out some, but a good many of them failed to get through their examinations. Others were doing successfully. On the research side, it was less important to attract men from the cultivator class.

68272. Assuming that they had discovered a man who showed promise of making a good research officer, the decision as to sending him for a post-graduate course to Pusa would depend entirely on whether Pusa was offering facilities in that particular branch of research. He would sooner send a man to Poona for some classes of work than to Pusa. There existed at Poona all the arrangements and equipment for efficient post-graduate work in some of the scientific branches of research. The scientific staff at Poona consisted of an agricultural chemist, an agricultural botanist, a professor of agriculture and six assistant professors in various branches. That was not an adequate staff; there should be an increase, because the officers had to do a number of other duties in addition to their teaching and research work.

68273. He regarded it as important that there should be an increase on the administrative side of the Service. The charges were still very big, and might with advantage be further sub-divided.

68274. The best training an Indian could have for the Imperial Service was to serve in the first instance in the Provincial Branch, and having shown his capacity, he should then be sent to Europe to broaden his experience and to carry out further studies. In his opinion that was a better method than direct recruitment.

68275. He regarded the scale for the Provincial Service as adequate, except possibly towards the end of a man's service. The deficiency here had however, not yet arisen, as the service was still young.

68276. As to whether the salary of an Extra Deputy Director who was in charge of a division, and doing work of the same responsibility as the Deputy Director, was adequate by comparison with that of officers in the Imperial Service doing the same work alongside of him, it was a matter of the relative cost of living, and of the market rate of the European on the one side, and of the similarly trained Indian on the other. An Extra Deputy Director received up to Rs. 550 whereas Deputy Directors might rise to Rs. 1,000. He would not consider that an undue disparity in pay for work of comparable value. He regarded the matter entirely from the point of view of market values.

68277. If the work developed to any considerable

extent, he agreed that there might be a senior officer who would have general control over the whole of the Services which dealt with agriculture, and who would be a connecting link between those Services and Government, each of them having its own departmental head. There would be plenty of work for such an officer to perform.

68278. (*Sir Valentine Chirol.*) The assistance which the Bombay Agricultural Service had hitherto obtained from Pusa had been mainly in the direction of training members of its staff in entomology and mycology. Pusa was not of very great use in co-ordinating the work which was performed by different branches of the Agricultural Department in different Provinces. Asked whether it would not be an improvement to have an institution which would help to co-ordinate the work, and prevent overlapping, the witness said that each department published its own report, in addition to which the Deputy Directors of one Province for the most part knew the Deputy Directors of another, and wrote a good deal, demi-officially, to each other. In that way the several Provinces kept in touch. The Department in Bombay followed the work which was being done by Pusa through the medium of the Pusa Bulletins. The Department was in demi-official correspondence with Pusa, but to a less extent than with the neighbouring Provinces. Some of the men in the Bombay Service who had been trained at Pusa kept in touch with Pusa officers; he was thinking specially of the entomologist and mycologist, who derived considerable help from the officers who had trained them at Pusa.

68279. It was suggested to him that at present Departments connected with Agriculture were under some official of the Civil Service, who might or might not be experienced or interested in them. In future they should all be grouped under one Officer, who would be called a Commissioner for Rural Development, and who should be *ex hypothesi* a man who had devoted a certain amount of time in his Service to gaining knowledge of, and taking an interest in, the agricultural problems of the country, and in all problems connected with agricultural life. Therefore, each of those Departments would be certain, when it came into contact with the big machinery of Government, of obtaining a hearing, and of putting its suggestions before a man who would be sympathetic, and who would be able to co-ordinate their work, and to balance the claims of one or other Department to favourable treatment by Government. It seemed to him, however, that the Rural Commissioner would really be what the Director of Agriculture at present ought to be, only under another name. In the Bombay Presidency the Director of Agriculture did at present control the Veterinary Department, and the Co-operative Credit Society. He agreed, however, that the principle had a good deal to recommend it. It would be desirable that a person so appointed should be called a Rural Commissioner rather than a Director of Agriculture, so as to avoid friction with certain Services.

68280. An Indian certainly possessed qualities which made him more valuable than a European in popularising the work of the Department. The extent to which he did so would vary in different tracts, but, taking it generally, an Indian was necessary in order to popularise the work. The reason he said it would vary in different tracts was because in some tracts cultivators were more, and in other tracts were less, impressed, when a European arrived on the scene. Some Indians had shown very great aptitude for that special class of work. It was in that direction that he looked for the greatest benefit to the country from the larger employment of Indians.

68281. (*Mr. Madge.*) There would be no objection to interchanges between Research Officers and Administrative Officers, provided that they were limited to suitable cases. The advantage of having research work going on in Bombay Presidency would be enormous, partly because the conditions were different from those which pre-

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vailed in other provinces, and partly because there would be created in the midst of the Presidency an atmosphere of research, which would have an extraordinarily educative influence on the students and staff.

68282. It might be necessary to import specialists in research work for short periods, but it would be very difficult to get suitable men to break their connections in England in order to come out to India for a short time.

68283. He did not know that many landlords indulged in scientific study themselves, but they were interested in results obtained, and they were interested in the subject of agriculture generally. There was a short course at the College which was attended by young landowners, or the sons of landowners who wished to improve the cultivation on their own lands. Some of the bigger landowners also sent their sons to the College.

68284. Many of the cultivators' methods were extremely good, and the Department did not try to work against them. The difficulty of introducing many scientific methods was lack of means on the part of the cultivator to adopt them. Cheapness had driven him to methods which he would abandon if he were better off.

68285. (Mr. Fisher.) Some of the six assistant professors at Poona College were trained in the College; others had been to Cambridge, and others had not been to either Poona or Cambridge. Those who had been to Cambridge had profited by the training they had received there. It was to the advantage of their general education that agricultural students should go to Cambridge in order to become qualified for teaching work in agricultural colleges. The mere fact of seeing another country greatly enlarged their experience.

68286. Some of the assistant professors were doing original research work, and were good at it. He would be in favour of sending assistant professors of Provincial Colleges to Pusa for a term of study in mycology and entomology.

68287. His main desire was to get such a strengthening of the staff at Poona as to enable them to devote more time to research, but he did not want any hard and fast separation between teaching and research work. He also thought that research and teaching should be combined with district work. It would be difficult for district men to keep in efficient contact with research work, as their time was fully occupied. He agreed that the spreading of the results of the work of the Department depended a good deal on district inspectors, but he thought a man of the calibre of Deputy Director kept himself in touch with research work. The difficulty had been felt more keenly in the case of the members of the Subordinate Staff, who, after leaving the College, did not keep sufficiently in touch with scientific knowledge generally.

68288. Some extremely good men had been obtained in the Bombay Presidency under the present method of recruitment, and he knew of no better system.

68289. (Mr. Sly.) When he referred to the District Staff, he included under that term the Deputy Director. He would like to give that Officer time for research. From the nature of the case research must always form the smaller part of his work. What his recommendation really came to was that he desired more staff, and not mere sub-divisions into classes; he wanted more Deputy Directors and more specialists. He did not mean

to suggest there should be any firm line of division of function between the Deputy Directors who were going to do administrative work, and the Deputy Directors who were going to do research work.

68290. It was very desirable that young Europeans coming out to the Agricultural Service in India should have had previous practical experience. On the whole men who had been recruited at an older age in England, and who had practical experience were more suited for the work of the Department.

68291. The Indians who had been sent for special training to England had been sent immediately after their College course. There were four such men. He did not regard that as an ideal method, but the men thus sent to England had profited in their general education, and had widened their general experience. It depended entirely on the man himself whether that was a satisfactory method of recruiting Officers for the Imperial Service.

68292. There were young men in the present Provincial staff who were fit for promotion to the Imperial Service.

68293. He would not like to see Poona College without some European Professors in it.

68294. He would not contemplate the transfer of the Senior Officers of the Department from one part of India to another in order to fill the post of Director; this would involve sacrificing the great advantage of their local experience. The transfers should be mainly within the provinces themselves. If the Directorship was to go to a member of the Agricultural Service, he would support the proposal for the appointment of a Rural Development Commissioner.

68295. He would much prefer a system under which a man would be sent to serve under the Officer best qualified to give post-graduate instruction, rather than that Pusa should be made the one centre for post-graduate study.

68296. (Chairman.) With reference to his evidence that there was no firm line of distinction between the Deputy Director who was doing administrative work, and the research officer, he did not necessarily mean there should be interchange between those branches. What he meant was that he would not prevent a Research Officer from taking up some other work in addition, provided it did not interfere with his primary functions as a Research Officer. A District Officer was well informed as to the methods of modern agriculture, and he had to show his subordinates how to educate the agriculturists in the district. The Research Officer was the discoverer of those methods, either in the laboratory or in the field. Whilst he desired that there should be close contact between such officers, he would not suggest that there should be any interchange between them except on very rare occasions.

68297. (Mr. Gonehalli.) He considered that the present prospects in the Provincial Agricultural Service were sufficient to attract a superior class of students to the college. He doubted whether students at the time of joining the College paid much attention to what the ultimate salaries of the higher posts were. They would primarily look to the fact whether, in the earlier stages of their service, they could obtain congenial work. As time went on, the Service would not be able to offer employment to a large portion of the students, and it was to be hoped that they would look out for employment elsewhere than in the Agricultural Department.

(The witness withdrew.)

DR. H. H. MANN, Principal, Agricultural College, Poona.

Written Statement relating to the Agricultural Department.

68298. Before attempting to answer the questions which have been issued by the Commission regarding the agricultural services, I should like to

make a few remarks on the purpose of the services which will indicate the reasons for the views which I take on the questions issued.

In the first place, the agricultural departments are essentially, if not wholly, missionary depart-

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ments. Their administrative, their purely educative, functions are wholly secondary. They have a very small amount, relatively, of work set which they must do, and which, having done, they may count their purpose accomplished. The work they do, on the other hand, is essentially that of missionaries. We believe that we can, by the aid of science and knowledge of what has been and is being done elsewhere, bring about more profitable methods of agriculture than those in vogue. We are not going to carry out these ourselves except as an illustration: our purpose is to carry the knowledge which we possess or find out and persuade the people to carry out the resulting methods. This position places us in an entirely different position to any other department of Government. In all of them the missionary work, though important, is secondary, the administrative predominant: in ours we want to do nothing permanent ourselves, but to bring the people to do everything.

If this be the case, then we may define, in my mind, more closely what the immediate aims of each department should be. They are these:—

(1) To find out what the cultivators and other agricultural classes want, and, if we know a means of meeting these wants, show them the way of meeting them; if we do not know, then to investigate till we find out.

(2) To find out what, beyond their wants, the cultivators, etc., need and, again, if we know a way of meeting these needs, proclaim such ways abroad; if we do not know, then to investigate till we find out.

(3) After investigation and discovery, to act as missionaries of what we have discovered through the tracts in which our work lies.

If this definition is true, then all work must begin with a knowledge of the people, with acquiring their confidence; in short, to know the people, to acquire their confidence, to investigate with their benefit solely in view, to have the power to get them, either singly or as local bodies, to try what is suggested: this is the work of the most important man in an agricultural department, of the man who must be the leader of all. Such a man may be a civilian: I have known such. He may be a pure farmer: I have known such. He may be himself a scientific investigator: I have again known such. He may have devoted much of his time to teaching: I have again known such. But if we once recognise that missionary power, as I have tried to define it above, is the most essential thing for the real purpose of an agricultural department to be fulfilled, then I think the answering of the questions set by the Commission will be much simplified.

This is the central point and leads to the general question of qualifications for positions in an agricultural department, whether in Imperial, Provincial, or other services. The first qualification which any member of the agricultural department must have is ability to get into touch with the people, and to inspire confidence in them. This is important for all members: it is important for men who are purely investigators; it is more important for those who are educators; it is all important for those who are directly and constantly in touch with the people in farm and district work.

The second qualification which any member must have is that he is himself an agriculturist, and a good one in some line, so that his knowledge in one direction at least may inspire confidence with those with whom he has to deal. If a man is a chemist, I want him to be more than a chemist, to be a man who has studied, both in the laboratory and in the field, the relations of chemistry to agriculture; if a man is a botanist, I want him to be an agricultural botanist, more interested in the problems that are important to cultivators than in any other, and able to judge himself of the practicability of what he suggests; if a man is an entomologist, I want him to study entomology from the agricultural point of view, and especially to know, as an agriculturist himself,

the value and use of the methods he suggests, and so on. We have had and have men chemists, botanists, entomologists, etc., who have been all this; we have had and have men who have been pure scientific men, and whose interest in the great industry to which we are missionaries is purely incidental.

The third qualification which any member of the agricultural departments must possess is knowledge of the country, of local conditions, of agricultural possibilities. Without depreciating in the least the value of high scientific attainment, nay, while insisting that it has not been enough considered in the past, yet without intimate local knowledge, far more intimate than most of the European and a large proportion of the Indian members of the departments have usually had, a great deal of damage may easily be done, confidence destroyed and the work of years spoilt.

These qualifications being recognised, I may proceed to answer, from my point of view, the questions which have been put by the Commission.

68299. (I) **Method of Recruitment.**—The recruitment of the Imperial Agricultural Service is on the whole unsatisfactory. If the qualifications which I have laid down be the chief ones, then there can be no distinction between Indians and Europeans in the Service. Missionary power, devotion to agriculture, either as "farming" or through his science, knowledge of local conditions: if these are the qualifications, then it must be recognised that no method of college training alone can give what is required. And few colleges, Indian or European, attempt to do so. They give the technical knowledge of farming, or of a connected science certainly, but beyond that a student is not equipped with the qualifications desired when he leaves college, whether in England or India. And in England there is the additional disadvantage that the agriculture which is before the eyes as an illustration is an agriculture which in its organisation is quite foreign to most parts of India, and will be for a long time to come.

Therefore, I would say that any attempt to bring to India, or engage in India, young men who have just left even the best of colleges as responsible heads of offices giving agriculture advice or doing agricultural teaching (whether in agriculture as a business or in the sciences on which it depends) must result in failure in a large proportion of cases, and long delay in getting what you want. It seems to me that this may be all very well as a preliminary training, but a man must have had long experience before he takes such a position, either in the agricultural departments in a non-responsible position, or outside in another sphere. This probation, whether of Englishmen or Indians, whether in the departments or elsewhere seems to me essential. Given this, and, as I shall indicate directly, a definite process of weeding out at the end of each year of probation, I do not think there should be any difference between equally qualified Europeans and Indians, and those trained in England or India.

68300. (II) **System of Training and Probation.** I have already stated that I consider that special agricultural training is important for all members of the Department. If the terms of probation are strictly defined, I am not prepared to say that a specially good chemist, botanist, or entomologist should not be engaged, provided that he fully understands that his work afterwards must specialise along agricultural lines, and that his probation will be judged by his success in specialising along those lines.

68301. (III) **Conditions of Service.**—If a man joins the Imperial Agricultural Service as a man without experience, I would insist on three years probation, which may be terminated at the end of each year if there is not promise of the man developing the character and missionary power we want. I look on the training of Indian agricultural students as one way in which missionary power may be shown. I would make it a real probation, with probably 25 per cent., at

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least, of rejections. The standard for rejection should be as severe for Indians as for Europeans, and as severe for Europeans as for Indians. I would rather have no agricultural department as get it staffed by men who have not the qualifications I want, at least in some measure: without them it will be merely a costly and all but useless luxury.

During probation I would make it essential—

(1) That a man must have a fairly easy conversational knowledge of a vernacular, and I would give him time to acquire it. The literary knowledge required in some other services is not needed, but easy conversational knowledge he must have. This has not by any means been insisted on in the past, but seems to be absolutely essential, and no excuse should ever be given.

(2) That a man should work in the Province, one of whose languages he is learning, under a man with Indian service, who is able to inspire.

(3) That a man, whatever be his line, should spend a considerable time in the field.

(4) That a man should be given full opportunity of doing investigation on problems suggested by himself, or suggested to him.

I doubt whether training at a central institute like Pusa is right or wise. I hardly think it can be so, except in technical training in some cases for a few months, and I feel that a man ought to get to know the conditions of the country in which he is to work, and its special problems, whether he be chemist, botanist, or anything else.

At the end of each year the man's papers, opinions on him, etc., and especially on his possibilities in the directions already indicated of adapting his knowledge to the needs of the people, should be submitted to the agricultural adviser to the Government of India, together with any statement by the man himself; and on his report the Government of India should act, and continue the probation and make the man permanent, or close the contract, as seems wise.

I think the older agricultural officers should consider the training of the new men as a peculiarly important part of their work, should consider them as juniors and trusted colleagues, and strive to give them an insight into all that is going on, and the reason for it. I do not think this has by any means always been done in the past.

The pay during probation in the Imperial Agricultural Service is, in my mind, satisfactory.

68302. (IV) **Conditions of Salary.**—I have little to say with regard to the pay in the Imperial Service. But if you insist on a high standard of men, even if these are few, you must pay well. In a service which will, and I think must, be staffed by Englishmen and Indians without distinction, there is something to be said in favour of what I may call an "exile allowance" for the former, of definite amount, and not proportionate to the pay, but I am not sure of this.

I think the present rate of pay is high enough for average men, but I think that a proportion—say not exceeding 25 per cent. of the service in each Province or at Pusa at any one time, might rise to a grade with a maximum pay of Rs. 1,500 per month at least.

To my mind it is very important to have an easy passage from the Provincial Service to the Imperial. A Provincial Service must exist, and a very considerable proportion of the members should have the chance to rise to the Imperial Service. The qualifications should be excellence in the qualifications already laid down. At present, in Bombay, there is more than one member of the Provincial service whom I should like to see in the Imperial, and who, I believe would be an ornament to it. It should be easy for a man in the Provincial Service to act for an Imperial officer, and, if so, he should, for the time being, be given the ordinary acting allowances for doing so.

I want the Imperial service to be ultimately very largely recruited from the Provincial Service: hence the development of the Provincial as a highly-paid independent service is doubtful policy in my mind. If such large recruitment does not

take place, then the possibilities of rising much higher in the Provincial Service itself must be made much greater.

68303. (V) **Conditions of Leave.**—I think it is likely to be much more advantageous for men in the Provincial Service, or Indians in the Imperial Service, to go abroad to gain experience, whether of agricultural organisation or research, after some years of actual work in the Agricultural Department, than to go as students. They will know better what they want: they will know better what is adapted to the conditions with which they have to deal. I would give every member of the Provincial Service and the Indian members of the Imperial Service facilities for one year's leave after about five years' service for this purpose, the exact method of employing the time being, of course, fully understood before the man goes.

68304. (VII) **Such limitations as may exist in the employment of non-Europeans, etc.**—I have already stated that I strongly feel that there should be no limitation to the employment of Indians in the Agricultural Service. Rather would I look forward to the time when all are Indians, provided they have the qualifications I have named to the full. This is not an administrative department, it is a missionary department, and if the proper man is available, an Indian will be a better missionary than an outsider. In this department no difficulty ought to arise. I would be stringent indeed in making appointments and casting out unsatisfactory men on probation. I would make it easy, relatively, to cast a man out if he becomes slack in his subsequent service, with no pension or a diminished pension; but, if these matters are attended to, there seems no reason for any distinction. Some of the most successful missionaries in the Bombay Department are Indians, and would do brilliantly if they were in the highest positions in their particular branch.

I do not think foreign training as students is necessary: it has, in my mind not always done good in the past. The abandonment of this idea would involve, I think—(1) Definite post-graduate Preliminary training for men suggested for the Provincial service, and (2) the possibility of going abroad after a certain amount of service has been satisfactorily performed.

68305. (VIII) **The Relations of the Service with the Indian Civil Service and other Services.**—I do not think that the teaching and research and administrative functions should be divorced more than is the case at present. Give additional assistance if you like; create associate professors or associate chemists, etc., to assist if you like. But, for my own part, I would not like to teach as I do if I had not the close contact with the needs of the cultivators which my position as Agricultural Chemist to Government gives. I rarely take a class without what I say being modified by inquiries from outside or observations I have myself made in the field, and 75 per cent. of my illustrations while teaching are from my own Indian experience. I should welcome an associate agricultural chemist or an associate professor of chemistry as a colleague, but I should feel it fatal if I were cut off and limited to academic teaching work. It would tend soon to be nothing else than "academic."

I find I have been able to carry out and keep in close touch with research work being done by my assistants under my control, without interfering with administrative and teaching work, and this while being at the same time Principal of the Poona Agricultural College. This is precisely what is done by the great Professors of Europe, who are nearly always also consulted as experts.

Then again the consulting work which any of us undertake is largely personal, and will always remain so. It is no use sending an inquiry to someone else to deal with: in many cases if the inquiry is made to one man, an answer from another does not satisfy, and is not what is wanted.

The power of Director of Agriculture is one

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which should be held by a man with missionary power. If he is a member of the Indian Civil Service it is well. We have had excellent directors of this type. If he is not, it is also well. But missionary power including the power of organisation of such work there must be. And I would use it in this position whenever I found it, and keep a man in the position for long enough to have the chance to make his policy effective. I would use any man available in the department, limiting my selection to no group, neither to Deputy-Directors, to experts, or anything else. The best agricultural missionary and organiser of missionary effort as I have defined it at the beginning of this paper—this is what I want. It evidently cannot be found without careful knowledge. The fact of a member of the Indian Civil Service

having taken a two years' course at an English University may be an additional qualification if the man is right and has proved his missionary power in other ways before: otherwise it is no qualification, and may be a nuisance.

68306. (IX) Other points.—I do not think the suggestion that Indians cannot do research in agriculture and the associated societies has any real foundation in fact. A number of those who have been trained at the Poona Agricultural College have done such work under my supervision, and have done it well. This is not the case with all: very few Europeans ever get the research faculty. But some have shown initiative and capacity at least as great as one is accustomed to find among young men of the same age and chances in England.

Dr. H. H. MANN called and examined.

68307. (Chairman.) The witness had occupied his present position for six years and had been 14 years in India. He was previously holding the position of scientific adviser to the tea industry.

68308. He laid down three qualifications for entry into the agricultural service, facility to keep in touch with people, practical experience or applied knowledge, and knowledge of the country. He agreed, in regard to selection from England, that the only one of these three qualities which could be ensured was experience of farming and specialist qualifications, but his point was that he would not put such men into a superintending or superior position until he had acquired a knowledge of the country.

68309. He laid very great stress on the probationary period. The length of that period would depend altogether on the man. He knew men who, within two years of being in India, had acquired all the necessary knowledge, and he knew others who had not done so after being 10 years in India. He agreed that there must be a normal probationary period, but it could very easily be made elastic. He would not allow a man to go from his first year of probation to the second year of probation unless he was satisfactory. He had introduced a rule of that sort in dealing with his own subordinates.

68310. He suggested very extensive weeding out under the probationary process; he expected that at least 25 per cent. of the men would have to be discharged, judging by the standard of men already in the Department. If so rigid a system was introduced, he agreed that it would have a serious effect on recruitment, but the conditions of the Service should be made sufficiently attractive to overcome that difficulty. Government should not attempt to satisfy the needs of the Service by making probation easy, but by improving the terms which a man would get when his probation was over. Perhaps he was taking almost an unduly pessimistic view of the recruits now coming out by assuming that a quarter of them would always be unsuitable for the Service, but he was judging from actual experience. Since the service had been instituted, about six men had been discharged during the probationary period.

68311. He attached importance to the college diploma, because it was a guarantee of a certain amount of intellectual attainment, but he attached more importance to post-graduate experience. A diploma was not of much value in itself unless it was backed up by efficient practical attainments. If he himself had taken a responsible post out in India after he had obtained his degree, he felt that he would have made a complete failure in it.

68312. There were some Indians in the Presidency who were competent to occupy superior posts in the Imperial Service; he knew of three such men, one of whom had been to England for his education, the second had not been to England, and the third had been to Europe not for his

education, but in order to gain practical experience.

68313. Of the three alternatives—(1) work in the Provincial Service and then direct promotion into the Imperial Service with merely Indian experience; (2) work in the Provincial Service with early promotion and a course in England; and (3) training in England and direct recruitment to the Imperial Service—the second would be most likely to give the best results.

68314. On the whole he was satisfied with the present system of recruitment for the Provincial Service.

68315. The educational qualification for admission to the Poona College was Matriculation, plus one year at an ordinary arts college. There was not very keen competition to enter the college, but for the last five or six years the college had been fairly full. About 25 per cent. of the students came from the cultivating classes. They had the educational qualification he had just referred to.

68316. Many men came to the college who did not contemplate entering the Service, but who merely attended with a view to taking up agriculture on their own account. Out of 14 graduates last year, six had actually gone back to work connected with agriculture, and had no idea of entering the Service. The number of these men was on the increase.

68317. There was a rule in Bombay that the Revenue Service should take a certain proportion of qualified students for whom there were no Government vacancies in the Agricultural Department. The figure was not more than 5 per cent. A certain number of students went into the Agricultural Service, some took up farming on their own account, and there was now an increasing demand for students from private land owners.

68318. This was a very satisfactory development, and he would say that it was the result, to a considerable extent, of the work of the Agricultural Department. On the other hand, to attribute it wholly to the Agricultural Department would be wrong. The cultivator was becoming more and more appreciative of the more scientific methods of cultivation. The difficulty in the past had been to meet the cultivators' needs. Now they were able to meet them, and they were being met. With a view to furthering agricultural profits, there was room for an increase in the Agricultural Department, but the personnel of the increase would have to be very carefully considered. He would rather let the Department wait for the men than create a big department straight away. He would most emphatically like to see an increase on the demonstration side, and also on the side of research. He desired to see an increase in the amount of research work done on problems laid before them by the cultivators themselves. The first preliminary was to find out what the cultivators needed, and when that was done there would be plenty of opportunity for research.

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68319. One of the difficulties in the past had been that men had come into the Agricultural Department who had been trained to recognise the difficulties which were felt in Europe and America. Those were not the difficulties which were met with in India, and a great deal of time and money had been spent in making investigations on questions which really did not interest the people of India. Agricultural science had to be applied to the peculiar and indigenous conditions of India. Future research officers coming to India would have to be men possessing a good deal of patience, and capable of applying their knowledge to local conditions. Their chief ambition would have to be to satisfy the people's needs.

68320. (*Mr. Sly.*) The outcome of his suggestions was that he desired to recruit men of a somewhat older age, who had been tested in practical work in England before joining the Department. He thought, however, that England and America were the two worst countries in the world for a man to get that preliminary training. In England and America more than in any other country in the world the conditions of agriculture were markedly different from Indian conditions. For appointments on the district side men were wanted who had done a certain amount of practical work elsewhere than in England before joining the Department. If officers of the Service obtained their preliminary training in Belgium or Italy, they would do very much better than by getting it in England or America. For the specialist appointments men were required who had not only had a college course, but had also carried out practical research in connection with some agricultural problem.

68321. He would lengthen, and very much stiffen, the course of probation which a man had to undergo in India. At present a man could not be discharged until his three years' course of probation had been completed. He would make it possible to get rid of an unsuitable man at the end of each year.

68322. The best method of recruiting Indians for district demonstration work would depend very largely on the nature of the college course. If the college course was a good one, the best plan would probably be to recruit men straight from college, but in any case a man who had merely been through college course could not expect to be anything more than a student.

68323. With regard to the best method of recruitment to the specialist branch, his own strong feeling was that if the college course was efficient, an agricultural graduate who could get subsequent training in science under a good man was probably the best material, because it was much more difficult to get the agricultural bias afterwards than it was to get the scientific bias.

68324. He went so far as to say that the present courses of scientific teaching in universities were calculated not to bring out the right type of man required for work in the Agricultural Department, and that in many cases it was a distinct disqualification. The science course at a university was designed to prepare a man for one thing, and one thing only, namely, to become science teachers. The university science courses, though they were good in their own line, did not prepare men for fruitful work. When he himself took the Science Honours degree, he had an altogether unreasonable bias against all the work which he was at present doing, and that was due to the training he had received in college.

68325. Five per cent. of the students in the college were drawn from agriculturists in the strict technical sense of people who had lived and worked on the land. That five per cent. was distinctly better material for pure district work than the remaining 95 per cent., but they were not better material for the research and teaching appointments because they had less natural ability.

68326. The Poona College did not attract men who were likely to take a high degree; it started with less promising material than the ordinary

Indian arts college, or science college. That was not due to lack of prospects in the Provincial Service, but to the fact that agriculture was still looked upon by the student world, and by those who inspired them, as a rather derogatory career.

68327. He did not support the recommendation for a liberal system of study leave, because in his opinion India itself was the best place for studying agricultural problems. He agreed that conditions in India were not altogether conducive to habits of study and research, but the keen men would remain in India.

68328. The best method of filling the Pusa appointments would be to promote the best men from the Provinces, but the best men from the Provincial Service would probably not go there because they could do better work in their own Provinces. If the atmosphere of Pusa could be made more like that of the central bureau in Washington, then probably everybody would be ambitious to go to Pusa. Pusa should be so developed as to become a central bureau for the whole of India, and it should be recruited from the very best men in all India.

68329. (*Mr. Fisher.*) The object of the central bureau at Washington was to minister to the needs of the whole country. Pusa should be a central bureau for those who were working in the Provinces. That did not involve divesting Pusa of its functions in research. Its particular function must always be research. It did research work now, but the work was very largely of its own choice. The main criticism he had to make of Pusa at present was that the questions they were looking at were viewed not in relation to the actual conditions which prevailed in various parts of India, but in relation to ideal conditions, which were for the most part non-existent in India. His suggestion was that the Provincial Department should provide the scientific staff at Pusa with the problems on which Pusa should work. It was not to be inferred from this statement that all the scientific papers hitherto published by the researchers at Pusa had no useful bearing on agricultural conditions in India, but the proportion of valuable papers was nothing like what it ought to be.

68330. He did not think that measures need be taken to prevent overlapping in agricultural research in India. All that was necessary was to secure free inter-communication between research officers. It would paralyse research if any attempt were made at over-organisation.

68331. The three Indians in the Agricultural Department in Bombay, whom he regarded as fit to be in the Imperial Service, were all district workers. Some of the Indians at present in the Agricultural College were capable of carrying on independent research without close supervision, and their number would be increased in the future.

68332. There was considerable discontent in the Provincial Service with regard to rates of pay, but that was only because the avenue from that Service to the Imperial Service was blocked, or made difficult. He did not think there would be any discontent if the avenue to the Imperial Service were made easy. If the initial pay of the Provincial Service were raised, a better class of recruit would be attracted to the Agricultural College, and so to the Provincial Service; but he doubted whether it would be a good policy to get men by that means. It was much more important to provide a free passage from the Provincial Service to the Imperial Service than to raise the salaries of the Provincial Service.

68333. (*Mr. Madge.*) In the applied sciences of Chemistry, Botany and Entomology, he desired men who had either a decided bias towards agriculture, or who had given to agriculture a very large proportion of their time and study. Those conditions could only be obtained in an Agricultural College such as Poona, in which, after a certain stage, a man could devote himself specially to a certain side of the subject. He

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did not think that for the purposes of the Indian Agricultural Service the English universities gave any better training than the Indian universities.

68334. Research could not be divorced from district work. In the districts a research officer found a large field for putting into practice the lessons which he had learnt in research, and in the process he got suggestions for further research, which he would not otherwise get. It was only in field work that one could obtain useful suggestions for research work.

68335. He looked forward to the time when India might be so far advanced as to be wholly independent of foreign recruitment to the Agricultural Department. Speaking for the Bombay Presidency, he would say that this time was not more than a generation ahead.

68336. The methods which cultivators used were, very many of them, quite sound in themselves, and deserved to be persevered in for all time. In many cases all that was wanted was slight modification. For instance, the Indian method of inter-culture of the crops on the Deccan was an admirable one.

68337. (*Sir Valentine Chirol.*) He could not quote any instances in which problems arising out of local conditions of Provinces had been suggested to Pusa for further investigation and which had not been so investigated. If any important

problem arose, and the help of Pusa was desired, the Service simply wrote to the head of the department at Pusa. It was extremely difficult for him to put in words the suggestions he would make for quickening the relations between Pusa and the different Provincial centres, because it depended so largely on the attitude which Pusa adopted towards the Provincial Departments. It was extraordinarily difficult to describe. He could not make any suggestions; after all it was a matter of personality.

68338. (*Mr. Gonehalli.*) There must be either an easy passage into the Imperial Service for the Provincial Service officers, or they must receive higher pay.

68339. He was aware that the Government of Bombay had sent five students in all to England, of whom one died. Of the remaining four, one had been placed in the Imperial Service, and he himself had been able to testify that two were quite as competent for the Imperial Service as English graduates of the same standing. He did not in the least agree that this proved that the policy of the Government of Bombay in sending students to Cambridge had been successful. Nor did he consider that the method of recruitment of Englishmen for the agricultural service was an ideal one. The English graduates who came out to India were not suitable for the positions which they were expected to occupy.

(The witness withdrew.)

S. L. AJREKAR, Esq., Assistant Professor of Mycology, Agricultural College, Poona.

Written Statement relating to the Agricultural Department.

68340. (I) **Methods of Recruitment.**—Selection is the only feasible method of recruitment. The lower grades in the Service should be recruited from graduates from the agricultural colleges and the higher grades from men in lower grades who have distinguished themselves, or by direct appointment of men who possess the suitable qualifications. Indians should be preferred whenever available.

In selecting experts in the various sciences bearing upon agriculture, like botany and chemistry, clear evidence of capacity for original work should be insisted on. In selecting officers for district work, a good knowledge of practical agriculture and capacity for organisation have to be taken into consideration. A knowledge of the vernacular of the district is essential, especially to District Agricultural Officers. Sympathy with Indian agriculturists and the desire and ability to mix with them freely are absolute conditions of success for an Agricultural Officer.

Selection for the higher grades should be made by the Secretary of State in consultation with a special committee of experts with Indian experience. Selection for the lower grades should be made by the Provincial Director of Agriculture in consultation with the Deputy Directors and the Principal of the local agricultural college.

As long as facilities for research in India remain poor, scholarships should be instituted to encourage the best Indian agricultural graduates to go abroad and obtain the necessary training in research and selection to the higher grades may be made from the most successful of such scholars.

68341. (II) **System of Training and Probation.**—Agricultural training is essential to every member of the Service. All employes who do not possess an agricultural diploma or degree should devote part of their probationary period to the study of the agriculture of the district in which they are employed. A working knowledge of the

vernacular of the district should be made an absolute condition of confirmation. The present standard of the vernacular test should be raised.

The probationary period for the lower grades should be two years, and for the higher grades three years in the case of direct appointments. No probation is necessary when the appointment is to a higher grade from the next lower one. In the case of Europeans appointed direct to the higher grades the period of probation should be five years, which should be divided into two parts. The first two years should be devoted to the general study of Indian agricultural conditions and the vernacular of the district where the final appointment is to be made, and during the next three years the officer should be given independent work. Before confirmation his work should be subjected to a test by an independent, competent agency, like the Board of Scientific Advice.

68342. (III) **Conditions of Service.**—The present conditions of the Provincial Agricultural Service compare very unfavourably with those of the other Provincial Services. If the distinction between the Imperial and Provincial Services is not abolished and the highest places in the Service are not thrown open to Indians, the pay and prospects of the Provincial Service should be at least so improved that the change from the Provincial to the Imperial Service should not appear too violent.

In making new appointments to the Imperial Service, careful inquiry should be first made whether a member of the Provincial Service is available for the place, and, if so, he should be preferred. Notice of such vacancies in the Imperial Service should be given to members of the Provincial Service in due time, so that they may be in a position to bring their claims to the view of the selecting authorities. Men who have distinguished themselves in the Provincial Service will then have something to look forward to and the present wide gulf between Provincial and Imperial will disappear.

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A greater independence is necessary than at present to members of the Provincial Service, especially to those engaged in research.

68343. (IV) **Conditions of Salary.**—The present scale of salary in the Provincial Service is quite inadequate: the maximum is too low and the increments too small and too slow. If the distinction between Provincial and Imperial is not abolished, the maximum of the Provincial must be raised to at least Rs. 800 per month, any further lift, if deserved, being given by promotion to the Imperial Service at a starting salary of Rs. 900 per month. It is extremely urgent, however, to abolish the distinction between the two branches of service, and the attached statement giving scales of pay, periods of probation, mode of recruitment, etc., will show how this is feasible.

Increase in salaries is demanded also by the increase in the cost of living, education and travelling.

There should be no difference in the pay and prospects of Indians and Europeans in the Agricultural Department.

68344. (V) **Conditions of Leave.**—All officers should be entitled to study leave for a maximum of two years after five years of service, and this may be taken all together or in parts of six months at a time, and may be combined with furlough, privilege leave or any other leave except leave on medical certificate. An officer proceeding on study leave should be given half the pay that he may be getting at the time and, in addition, a sufficient daily allowance. Officers with a salary of less than Rs. 500 per month should be allowed passage-money if they leave India for the purposes of study.

68345. (VI) **Conditions of Pension.**—Members of the Agricultural Service may be allowed to retire on full pension after 25 years, and on a proportionately reduced pension after 20 years of active service. It is likely that many of the District Agricultural Officers would take advantage of this permission and take up private agriculture and thus indirectly help the work of Agricultural Departments by increasing the co-operation between cultivators and Government.

68346. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.**—There are no limitations in the employment of Indians in the higher grades of the Service, except the present absence of proper facilities for training in research, due, chiefly, to the employment of inexperienced men in the position of experts. This state of affairs could be improved, however, by exercising greater care in the selection of Professors and experts, and then there would be no limitations. There is no evidence to prove the supposed inherent incapacity for research, want of originality and of organising capacity of Indians. Experience points rather to the contrary. Indeed, in the Agricultural Department, other things being equal, Indians should be even preferred to Europeans, because the difficulties of language, the totally different conditions of soil, climate, crop and society, the aloofness and inaccessibility of the average European officers, are serious difficulties in the way of the cultivators deriving the greatest benefit from them. District Agricultural Officers, especially if they are Indians, would be more useful and would understand the needs of the people better.

Another reason why Indians should be preferred is that the experience obtained in service remains in the country and can be utilised in advancing the cause of agricultural improvement among the people. The retired Agricultural Expert, if he is an Indian, will be a valuable source of inspiration to the people among whom he lives, because of his accessibility and of his experience and interest in Indian Agriculture.

Further, it is felt that the present prospects of the Imperial Agricultural Service do not attract

the best class of European Scientists. The compensation is not regarded as sufficient for the exile which service in India involves. This difficulty does not apply to Indians, and if the highest posts in the service are thrown open to them there is every possibility that the service will be rendered more efficient, without further increase of expenditure, by the best Indian intellect being attracted to it.

The present distinction into Imperial and Provincial does not work satisfactorily. It does not create an *esprit de corps* between the two branches of service, and it throws undue responsibility on the members of the Provincial Service for producing work of a quality comparable to that of the Imperial but with opportunities and remuneration far inferior to those of the latter. Also under the present system members of the Provincial Service are regarded as assistants rather than colleagues, and the credit of much work that they do goes to a member of the Imperial Service under whom they happen to be placed for administrative reasons. The Provincial posts do not carry with them a sense of sufficient dignity and independence.

For these reasons the distinction between Imperial and Provincial should be abolished, and one general Agricultural Service, including various grades of salary, with no difference in the pay and prospects of Indians and Europeans, should be established. (*Vide* attached statement.)

The advantages of such an arrangement may be pointed out as follows:—

- (1) An unfair distinction will be removed.
- (2) The legitimate aspirations of Indians will be recognised.
- (3) A much better class of Indian students will be attracted towards agricultural education than at present.
- (4) The higher places in the Department will only go to men who have proved their worth.
- (5) The filling up of temporary and permanent vacancies will be more conveniently managed than at present, there being a larger field for selection. Under the present system, supernumeraries are appointed in the Imperial Agricultural Service, who are intended to relieve officers on leave, transfers, etc. This arrangement is not always the happiest, especially when a supernumerary having experience amidst one set of agricultural conditions is likely to be planted in totally different conditions.

68347. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—The post of Director of Agriculture should be preferably held by a member of the Indian Civil Service with agricultural training and for not less than eight years by one man. In exceptional cases the post may be filled by non-civilian members of the Department if they possess the necessary administrative capacity and influence.

There should be a closer inter-relation between the agricultural and the Revenue Departments. Agricultural education should have greater value attached to it in making appointments to the Revenue Service, subordinate and superior. It should be possible for District Agricultural Officers to get transferred to the Revenue Department under certain conditions.

It is desirable to separate purely administrative duties from those of teaching and research.

68348. (IX) **Any other points within the terms of reference to the Royal Commission not covered by the preceding heads.**—The present strength of the staff of Agricultural Departments is inadequate to the work they are called upon to do. Considering the enormous sizes of the charges of the District Agricultural Officers, and considering the great variety of agricultural problems dealing with an immense diversity of crop, soil and climate, it is very necessary to increase the strength of the staff considerably.

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Statement showing proposed scale of salaries, grades, &c., of a general Agricultural Service without distinction between Provincial and Imperial (vide paragraphs 68343 and 68346).

Grade.	Designation.	Probation in case of direct appointment only.	Salary.	Recruited from
Higher Grades.			Rs.	
1	Director	3 years ...	1,500-100-2,000	The I. C. S., and in special cases from members of the 2nd Grade.
2	Deputy Directors, Senior Experts and Professors	Do. ...	1,100-75-1,400	From the 3rd Grade—rarely by direct appointment.
3	Assistant Directors, Junior Experts and Junior Professors	Do. ...	500-50-1,000	From the 4th Grade, or by direct appointment, selection being based on practical experience, educational qualifications, clear evidence of capacity for original work, and organisation and sympathy with the Indian agriculturist.
Lower Grades.				
4	Lecturers, Divisional Inspectors, Assistants to Experts	2 years ...	250-20-450	From the 5th Grade, and from graduates in science with specially good record, experience in teaching and training in research obtained in India or abroad.
5	Senior Agricultural Overseers... Do. Scientific Assistants ... Do. Demonstrators ...	Do. ...	120-10-200	The 6th Grade, exceptionally from distinguished non-agricultural graduates.
6	Junior do. ...	Do. ...	50-6-110	Agricultural graduates.

Mr. S. L. AJREKAR called and examined.

68349. (*Chairman.*) The witness was Assistant Professor of Mycology in the Poona Agricultural College. He had been four years in the Service. He had been trained at Cambridge in his particular subject. He took the B.A. degree there, and a diploma in agriculture. He had obtained no practical agricultural experience in England before returning to India.

68350. He objected to putting into two classes men with the same qualifications, who were required to do the same duties. The post of Extra Deputy Director of Agriculture was a provincial post, and both the Extra Deputy Directors of Agriculture in the Bombay Presidency did exactly the same duties as Imperial officers holding similar positions in other parts of the country. Both had charge of divisions. It was on that ground that he proposed that the distinction between Imperial and Provincial should be abolished. If that suggestion were not carried out, the pay and prospects of the Provincial Service should be improved. The pay should be at least as high as that which prevailed in the Provincial Civil Service. Rs. 800 would be a reasonable maximum. The present maximum was Rs. 550. He preferred easier access to the Imperial Service to an increase of pay in the Provincial Service.

68351. If the best European specialists were not to be had for the ordinary Imperial prospects Government ought to be prepared to pay a higher salary. They should insist on qualifications and not on any scale of salary. Each specialist should have his own terms and be employed for short periods only for any special work; but in the immediate future he was of the opinion that there would be a sufficient number of Indians of high qualifications in scientific branches of agricultural study to man the ordinary Imperial service without resort to England.

68352. (*Mr. Madge.*) At present the members of the Provincial Service were not free to select their own work or problems in research, and there should be greater independence in that respect than at present existed.

68353. (*Mr. Fisher.*) He did not frame his lectures from text books. He had read some literature on the subject. He took his notes from the papers on Indian agricultural subjects published either at Pusa or elsewhere. Only two of the papers used for his lectures had been written by Indians. The science of Mycology had been practically built up

by Europeans, and was being extended mainly by Europeans, but not exclusively.*

68354. (*Mr. Sly.*) His complaint was that the provision for Mycological work in the Poona College was inadequate if he was expected to do work which was to be compared with the work of officers in the Imperial Service. Nor was he allowed a sufficient measure of freedom to do what work he considered necessary. The lecturer on entomology, who was placed directly under the Principal of the College, put forward the same complaint. The sense of over interference from Imperial officers was general in the Provincial members.

68355. During his four years of service he had published two small papers, one in the *Annales Mycologici*, Berlin, and the other in the *Bombay Natural History Society's Journal*. He had not yet published any in the *Memoirs of the Agricultural Department*, nor had he submitted any.

68356. His reason for recommending that the Agricultural officer should be permitted to retire at the end of 20 years' service was that it was desirable to encourage some of the district officers to take up private agriculture. That might be a very expensive method of popularising the work of the Agricultural Department, but the results would be well worth the expense. He also wished that it should be made possible for agricultural officers to be transferred occasionally to the Revenue Department, because the Agricultural Department depended very largely on the co-operation of the Revenue Department in the work of popularising agricultural improvements.

68357. (*Mr. Gollahalli.*) His object in proposing a five years' probation for Europeans was to give them a better chance of acquiring a knowledge of the language. He did not think the fact of keeping a man in suspense for five years would be a hardship; he would know the conditions before joining the Service. Opportunities were not given to Provincial officers for promotion to the Imperial Service. He was aware there was a Government Resolution on the subject, but it was not always acted on. Vacancies in the Imperial Service were never actually announced, and members of

* The witness subsequently explained that this was due to the fact that all the Imperial posts of Mycologist were held by Europeans.

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the Provincial Service did not know when vacancies were likely to arise.

68358. There were some Indians who were fit to enter the Imperial Agricultural Service, as judged

either by the qualification which was at present considered necessary for admission to the Imperial Service, or by the higher standard of the qualification which he himself considered necessary.

(The witness withdrew.)

E. J. BUTLER, Esq., Imperial Mycologist; and
S. MILLIGAN, Esq., Imperial Agriculturist.

Written Statement relating to the Agricultural Department, being the corporate views of the members of the Indian Agricultural Service (Imperial).

68359. (I) **Methods of Recruitment.**—The present system of recruiting for each vacancy as it occurs is unsatisfactory. It leads to hasty selection from amongst such candidates as may present themselves. Even though there may be a large number of applicants, there appears to be a difficulty in obtaining suitable men. There is no inducement to good men to prepare specially for the Service. The institutions from which such men might be obtained are not always aware of vacancies, and in any case cannot foresee them. The technical advisers of the Secretary of State do not appear always to be fully informed of the conditions of service in India, nor of the standard required not only in academic qualifications, but still more in character, energy, breadth of view and initiative.

We suggest, therefore, that there should be a definite policy of recruitment for the agricultural section of the Service, spread over a fixed period of time, so that the Secretary of State could announce that there will be not less than, say, two appointments for agriculturists annually for the next five years. For specialists it is not usually possible to foresee requirements, but the longest possible notice of impending vacancies should be given.

We attach great importance to the formation of a small permanent Selection Board to deal with all appointments. It should consist of men of established agricultural and scientific repute, with not less than one retired member of the Indian Agricultural Service.

In addition to academic qualifications and character, we consider that post-graduate experience of at least two years should be insisted on.

68360. (II) **System of Training and Probation.**—Under the present system probationers are posted, on appointment, either to Pusa or direct to a Province. In the latter case they have usually been given an independent charge at once. This has been due to the insufficient number recruited and should be remedied by the formation of a reserve.

We consider that each Province or small group of Provinces with similar conditions should have its own reserve. Probationers should be trained either at the headquarters station or under one of the district officers of the Department, according to requirements. The period of training before assuming independent charge should be at the discretion of the Provincial Government. For specialists a short period (three to six months) at Pusa may be advisable.

The present period of probation (three years) is unnecessarily long. It should be possible to judge of the suitability of a probationer in two years. If it is desired to retain the three years' probation, we would strongly urge the advantage, both to Government and to the officer concerned, of being able to terminate service at any time after the first year, if the probationer is judged to be unsuitable, without the additional fine of a refund of his passage-money to India. If the service is terminated by the Government, passage-money

home should, of course, be granted. If terminated at the request of the officer, at any time after the second year, it is better to pay his passage than to induce him to remain for his full period in order to avoid having to pay it himself. It does not pay Government to keep a probationer in the Indian Agricultural Service, under training, if he means to go at the end of his time.

68361. (III) **Conditions of Service.**—We consider that the aim should be to attract the best type of university man with post-graduate experience. It is not less important to keep good men once they have entered in service. There is, perhaps, a greater prospect for men in the Indian Agricultural Service of obtaining employment on good terms elsewhere, than in most other Indian Services, and our losses in this manner have already been severe. A further point to be borne in mind is that the age at which men enter the Service is frequently greater than in, possibly, any other Indian Service. There are eight senior posts at Pusa (seven heads of Sections and the Assistant Agricultural Adviser) and of these all but one are held by men who were more than 30 when they entered the Service.

The present conditions of service are, we suggest, unsatisfactory in the following points:—

(i) *Total length of service.*—This is at present 30 years, which is, we believe, the maximum period in any service, and now only applies to a few, in which, besides, the age of recruitment is generally low. We consider that the length of service should be reduced to 25 years. We do not believe that Government would suffer by this change as it is probable that few men engaged in original scientific work, or in the very exacting life of a Deputy Director of Agriculture, will preserve their freshness of outlook and capacity to initiate new work, after 25 years' service in this country.

With a view further to attract men with post-graduate experience, we recommend that the system, under which certain officers appointed for professional or other special qualifications are allowed to count as service the number of years (up to a maximum of five) by which their age exceeds 30 at the date of appointment, be extended to the Service as a whole. There is, we believe, ample precedent for this.

(ii) *Ultimate prospects.*—At present these are poor. The maximum salary is reached in from 10 to 13 years' service. There are no high posts, all being at present held by members of the Indian Civil Service. All officers being on the same grade there are no acting appointments carrying increased emoluments as in most other Services. In one or two cases personal allowances have been granted to officers who have had special facilities for bargaining with Government, but this system has little in its favour.

To remove these disabilities, we recommend that the time-scale of the Service be extended to a higher maximum, reached towards the end of the full period of service (this will be more fully dealt with under the next Section) and that the post of Agricultural Adviser and Provincial Directors of Agriculture be reserved for the members of the Service (this will be more fully dealt with under Section 8 below).

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68362. (IV) **Conditions of Salary.**—Under the present system a man is ordinarily posted to the Supernumerary list on appointment, and draws progressive pay of Rs. 400, 430 and 460 during his three years' probation. But a considerable number of direct appointments to posts on the regular establishment have been made on initial pay of Rs. 500. This has acted unfairly in several cases, where men junior both in years and university standing commenced service on higher pay in a post on the establishment list, than their less fortunate colleagues appointed supernumeraries. In such cases the man appointed direct continues to draw Rs. 150 per mensem more than the supernumerary until he reaches his maximum pay.

While recognising that in some cases it may be necessary to offer a higher initial salary than the normal, we consider that care should be exercised in securing that men so recruited are senior in age and standing to the ordinary run of recruits.

We further consider that Supernumeraries posted to full charge of a gazetted post on the regular establishment should be at once brought on to the establishment list in the Rs. 500 grade.

From the fourth to the fourteenth years of service the pay progresses from Rs. 500 by annual increments of Rs. 50 to Rs. 1,000, the present maximum possible pay, except in the case of Imperial Experts who get local allowances of Rs. 100 after 3 years' service, Rs. 150 after 10 years' service, and Rs. 200 after 15 years', and Principals of Colleges who get an allowance of Rs. 100. Thus the maximum pay is reached before the period of service is half completed (a man at the end of his service may be drawing the same pay as one 20 years' his junior) and is less than half the maximum pay of such services as the Public Works Department, Forest, Education and Indian Medical Service. It cannot be contended that the required standard of educational or other attainments is less than in these Services; in length of training and educational equipment required it is at least equal, and the age of recruitment is generally greater. Nor are the duties less onerous. The district work of Deputy Directors is at least as severe a strain on health and energy as in the Forest or Public Works Departments. The officers on the staff of the Agricultural Colleges are much harder worked than in the Educational Department, as they have research and routine work outside their teaching duties, and, besides, do not get the long vacation of that Service. For men holding research posts the strain in this country is admittedly very severe. That the Service cannot compete in attractiveness with other Indian professional Services is evident from the difficulty in obtaining suitable recruits. On every ground, therefore, in justice to its officers, for the sake of efficiency, in view of the value of the work of the Department to the country, we hold most strongly that the pay and prospects of the Indian Agricultural Service should not be inferior to those of any other Indian professional Service.

In the earlier years the pay is not inadequate, though the absence of any chance of extra emoluments in acting appointments may be used as an argument for more liberal treatment. Even Supernumeraries appointed to act in higher posts get no extra allowances, and as the charge frequently involves greatly increased responsibility and very heavy work we consider that this rule operates unjustly, and should be modified. Higher initial pay is required in the case of recruits whose age and experience demands special treatment.

The normal time-scale of pay should, we consider, be extended to Rs. 1,500 per mensem, reached in 23 years, irrespective of any special appointments. A good proportion of men in the Service should be able to rise to higher pay than Rs. 1,500, as in the Public Works and other professional Services. We do not wish to claim more than an equality with these Services, and do not think we are doing so in holding that good men should have a good prospect of reaching Rs. 1,750 before retirement.

Provincial Directors of Agriculture, when recruited from the Service, should get an additional allowance of Rs. 300 or Rs. 400, together with such local and other allowances to cover increased cost of living in headquarters' stations and of maintaining their position as are granted to other heads of Departments.

The local allowances now given to Imperial Experts are insufficient to ensure that the Imperial branch should, as is desirable, consist of the best men available for research work. We are of opinion that Imperial officers should receive additional pay of Rs. 250 per mensem after three years' service.

68363. (V) **Conditions of Leave.**—We understand that the leave rules at present in force are under revision by the Government of India. The present rules are antiquated and full of harassing restrictions. We do not know what modifications are proposed, but believe that the principle that an officer should be allowed to take what leave he has earned subject only to the exigencies of the Service is recognised. It is of special importance in the Indian Agricultural Service that this principle be accepted, as it is a decided advantage that the members should take home leave at frequent intervals so as to keep in touch with the developments of agricultural science, which are so marked in Europe and America at the present time. The period of eight years' service at present required before the first furlough can be taken is too long, and should be reduced to four years.

As the age of recruitment is frequently higher than in other Services, many members of the Service cannot afford to take any furlough except the limited amount which counts as service, which in a total service of 25 years is, at present, only three years. Otherwise they reach the age of 55 before qualifying for full pension. This is not sufficient to enable an officer to preserve his health and to keep in touch with the progress of work elsewhere, and we consider that four years' furlough should be counted in 25 years' active service. Failing this concession, we consider that officers should be allowed to count as service, for furlough only, the number of years (up to a maximum of eight) by which their age exceeds 25 at the date of appointment, the first furlough becoming due after four years' actual service.

At present the leave reserve is insufficient to permit officers taking leave when due. Early action in increasing the reserve is called for, as a large number of officers will soon have completed eight years' service and will want to take furlough.

There is a very general feeling that the present scale of leave allowances is too low. The cost of living, both in India and in England, has risen. Officers find it difficult or impossible to live on half pay at home, especially in the earlier years of service, and it is equally difficult to save towards leave expenses while on full pay in India. We understand that the Government rules in this respect do not compare favourably with the practice of business firms in India, and consider that the whole question of leave allowances should be carefully examined. There is no doubt that many officers are afraid to face the expense involved in taking long leave, and that this is detrimental to their efficiency. We are confident that the result of such an inquiry would be to show that the present Government rules require modification either in the direction of increasing the furlough allowances or of defraying the cost of passage to and from Europe. The demand which has come from some Departments that officers should be allowed to commute a certain proportion of furlough on half pay to half that proportion on full pay is evidence of the genuine nature of this feeling. We do not, however, believe that the adoption of any system which would lead to the reduction of the total amount of leave taken by officers would be an advantage either to Government or to the officers themselves. Freshness of

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outlook, energy and readiness to undertake new work are of the utmost importance in our Service, and these are attributes which are bound to suffer through long, unbroken periods of service in the country.

It is desirable that officers should be encouraged to keep in touch with new developments of agricultural science in other countries by the granting of study leave, on conditions similar to those in force in the Indian Medical Service. It is inevitable that officers of a scientific department in India (particularly where such rapid developments are occurring as in the agricultural sciences) should find that in certain directions they are getting left behind, and should desire to improve their knowledge. The extra efficiency thus gained at small cost to Government has not received sufficient recognition in the past, and the granting of study leave has been unwisely discouraged.

68364. (VI) **Conditions of Pension.**—As already stated under Section III above, we consider that the qualifying period of service should be reduced from 30 to 25 years.

To enable men who find the conditions of life in India too severe as they grow older, to retire earlier, we suggest that a smaller pension be given after 20 years' service, as in the Forest and some other Services. Really efficient men are not likely to wish to retire as long as they feel capable of doing good work.

The present rates of pension entitle an officer to £437 10s. per annum after 25 years' service. The arbitrary maximum of Rs. 5,000 per annum allowed, renders the sliding scale under Article 640 of the Civil Service Regulations practically inoperative. In practice the amount of pension does not increase according to length of service in the case of senior men. The maximum fixed is insufficient to allow an officer to live in any comfort at home or to provide adequately for his family after retirement. We believe that the limit of Rs. 5,000 per annum was originally fixed to be equivalent to £500. It is probable that the equivalent of this at the present time would be not less than £600 or £650, instead of the £437 10s. to which it has been reduced by the fall in the rupee. This is in a large measure due to the increase in both the cost and the standard of living in England. Wages increased by nearly 20 per cent. in the last 20 years of the last century and have remained at the higher level ever since, and the incomes earned by accredited professional men have increased in at least as great a proportion. A salary or pension of £600 a year now would thus correspond to one of £500 30 years ago. It may be said that the members of this Service, nearly all of whom joined since 1903, accepted the conditions of pension then obtaining; but there was at that time no reason to suppose that the great rise of prices that began about the time of the South African War was not only permanent but would be intensified to such an extent that the prices of a large number of representative articles in daily use are now on the average 30 per cent. higher than in the middle 'nineties, instead of having fallen as was previously the tendency.

We submit, in effect, that the cost and purchasing power of gold have been permanently lessened by recent developments in the mining industry, and that pensions, which are paid in gold, should be increased accordingly.

We suggest, therefore, that the pension earned after 25 years' service should be made equivalent to what was considered a fair rate when the present regulations were introduced, and that taking this amount as standard, voluntary retirement at a reduction of £40 per annum of each year less service down to 20 years, be permitted, while on the other side a progressive increase of £20 be given for each completed year up to 30 years' total service.

Invalid pensions should be at the same rates, but the reduction for each year less service below 20 years should be £20.

The scale proposed would thus work out as follows:—

Year of completed service.	Nature of pension.		Rate of pension.
10	...	Invalid	£200
11	...	"	220
12	...	"	240
13	...	"	260
14	...	"	280
15	...	"	300
16	...	"	320
17	...	"	340
18	...	"	360
19	...	"	380
20	...	Invalid and Retiring	400
21	...	"	440
22	...	"	480
23	...	"	520
24	...	"	560
25	...	"	600
26	...	"	620
27	...	"	640
28	...	"	660
29	...	"	680
30	...	"	700

An officer who receives promotion above Rs. 1,500 should, we consider, receive a proportionally higher pension, say £750 per annum if he reaches Rs. 1,750, and £800 if he reaches Rs. 2,000.

There is a wide-spread feeling in the Service in favour of a Family Pension Fund of a nature analogous to that in force for the Indian Civil Service. This should be contributory and compulsory for all new recruits, but should be optional to officers at present in the Service.

68365. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.**—We wish at the outset to deprecate the tendency which has been apparent at times to regard the minor and largely scientific departments as offering a suitable field for the employment of non-Europeans, regardless of efficiency. There is a feeling apparent in some quarters that the natural aspirations of Indians to an increased share in Government employment in the higher posts, can be met in the lesser departments without the same injury which diminished efficiency would cause in the larger and more administrative Services. We contend that in a Department such as ours an inefficient man is a greater deal loss to the State than in the administrative Services. The value of the Service to the country depends entirely on the efficiency of the individual members of it; there is little routine work of importance, and there is no possibility of effective control of the actual work of the individuals, particularly in the more specialised posts. No outside person can make an inefficient botanist or chemist do work of any permanent value. The position of a Deputy Director is also one in which it is exceedingly difficult to get work done except by a thoroughly efficient officer and much actual harm may result from misdirected activity.

The Service consists of district officers, generally termed Deputy Directors, specialists engaged in research work, and the staff of the Agricultural Colleges, some of whom do research work when their college duties allow of sufficient time to be devoted to it.

The very general experience in the Service, hitherto, has been that it is only in the last of these three divisions that there is any considerable field for the employment of Indians. In teaching they have shown capacity. Effective supervision is also more readily exercised than in the other divisions.

As district officers the class of men available does not appear to be satisfactory. It is difficult to attract recruits of the classes more directly connected with the land and the educated literary classes carry little weight in practical matters when brought into contact with cultivators.

Until conditions are greatly altered in the direction of the improved education of the classes directly connected with the land, we do not con-

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sider that there is much scope for the employment of Indians as Deputy Directors.

As specialists engaged on research work, very few indeed show any promise of capacity to fill the higher posts. The Department contains a large number of Indian University graduates holding posts as Assistant Professors, and scientific assistants, in the colleges and research laboratories. Several of these have been through English Universities. Scarcely any have done independent research of value, though they have carried out a considerable volume of work under the guidance of European members of the Service. They have, in many cases, ample facilities for independent work. A glance at the list of publications of the Imperial Department will show how far they have availed themselves of these facilities. It is probable that in this section of this Service there is a better opportunity for the discovery of real merit than in any other, and while we should be prepared at once to recognise such merit should it appear, there is little indication that any appreciable proportion of the specialist posts in the Imperial Service can be efficiently filled by recruitment in this country for some time to come.

The employment of a large provincial service, predominantly Indian, is necessary. There is a large demand for good men as Agricultural Supervisors, Managers of the Farms and the like. These should be mostly recruited from the Agricultural Colleges. Difficulty is experienced in getting suitable recruits, and it is probable that the pay and prospects are insufficient. The conditions at present compare very unfavourably with such services as the Revenue, Education, Forests, etc., and should be made such as to keep officers from constantly seeking employment in these services.

The gazetted assistants at Pusa should be

placed on the same footing, as regards pay and prospects, as the Provincial Service Officers in the provinces, which is not the case at present.

68366. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—In a highly professional Service such as ours, we consider that it is not merely important but inevitable that the controlling posts, such as those of Directors of Agriculture in the Provinces and that of Agricultural Adviser to the Government of India should be filled from the Service itself, as is the case in the Public Works, Education, Forest and other professional services. At present all those posts are held by members of the Indian Civil Service. It is recognised that this is largely due to the fact that there are few senior men available within the Service. There are obvious disadvantages in appointing as Director of Agriculture an officer who has many years of service before him. But the argument can be pushed too far and it would not be difficult to point to cases where the development of the Department has been probably less effectively promoted by the appointment of untrained Civilians, who ordinarily hold the post of Director for a short period only, than if a member of the Service, even if relatively junior, had been selected.

We desire to urge that a start be made at a very early date by the appointment of members of the Service as Directors in, say, two or three provinces, and that this policy be steadily adhered to in the future as occasion arises and competent men are available until all the posts mentioned are so filled.

It follows as a corollary to this recommendation that the Civil Veterinary Department, which is at present under the control of the Director of Agriculture, should be separated administratively from the Agricultural Department.

Messrs. E. J. BUTLER and S. MILLIGAN called and examined.

68367. (Chairman.) Mr. BUTLER said his colleague and himself were elected to represent the whole Imperial Service, which numbered about 60, and included officers of the Imperial Service serving in the Provinces.

68368. The present system of recruiting for each vacancy as it occurred was unsatisfactory. The posts were not sufficiently advertised. What happened at present when a vacancy occurred, or a new post was created, was that the Government of India applied to the Secretary of State for an appointment to that specific post, generally in a hurry. The Secretary of State consulted individual advisers. There was always a feeling of urgency. There was no machinery at the India Office for keeping fully informed the institutions that might have likely men. There was an absence of that considered selection which he regarded as important. He would surmount the difficulty by instituting a roster of candidates, and inaugurating a permanent Selection Board which should have on it a representative conversant with Indian Agriculture. It would be better to have a retired Agricultural officer on the Board, rather than a senior man on leave. If the former got out of touch with the rapidly changing conditions of India, his appointment could be limited to five years.

68369. His scheme assumed there would be very substantial increase of staff. At present it was increasing at the rate of three or four a year, and that rate was likely to be kept up for the next five years. It was very probable that the Service would have to engage two, and possibly four Deputy Directors annually for the next five years. The pressure from the Provinces for an increase was becoming very strong.

68370. Mr. MILLIGAN said that in the case of agriculturists the post-graduate experience should consist of two years' actual work in the field. It would be useful also for a man to have had such experience as could be gained by working under the Board of Agriculture in England. What was

really wanted was to know more about the man before he was selected.

68371. Mr. BUTLER said he would require that specialists should have done some research work before coming out to India. That was absolutely essential. A man who has just taken his degree was not ordinarily fitted to undertake the class of work which he would have to do in India. A training in research methods, an opportunity of seeing the application of science to economic problems, and increased technical experience such as could only be got after the ordinary college course was completed, were exceedingly important qualifications. In fact, for both branches of the Service they require practical experience as well as educational qualifications.

68372. Six or eight Indians had been tried on independent district work. He did not consider any of them were qualified to occupy positions in the Imperial Service—at any rate, not for the work which the Deputy Director at present was called upon to do. Many of them were quite satisfactory for demonstration work, but he considered that the demonstration work proper was work which could be carried out by a less highly paid agency than the Deputy Director. The function of a Deputy Director was to carry out experimental research on his farms, and to control the demonstration work.

68373. Mr. MILLIGAN agreed, and said that the Deputy Director should not do propaganda work himself, but merely control it. A Deputy Director was a research officer just as much as a chemist or botanist was.

68374. Mr. BUTLER said the time occupied by research officers in teaching depended on the subject. In Mycology the average course was only about three months in the year, and the Assistant Professors in that subject had an immense amount of time available for research work. At Pusa there was plenty of time for research work.

68375. Pusa ought to be an institution for the promotion and encouragement of research. The

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[Continued.]

only training that could be undertaken at Pusa was post-graduate research training, and it was a decided advantage to have a certain number of research students there. He had written a note on the position of Pusa in that respect, which he would be pleased to hand in.*

68376. In his view it was essential that at Pusa they should carry out research work of an Imperial character; that was to say, referring to the whole of India. Local research was a class of work which ought not to be performed in Pusa. The problems to be undertaken by the Pusa staff ought to refer to the whole of India, or they ought to be problems which were too large to be taken up by any one Provincial Department. He did not agree with the witness who said that the work now carried out at Pusa was more or less of a local character. It would be very regrettable if that were the fact. The authorities had steadily aimed at avoiding that. He quite agreed with the witness who said that Pusa ought to model itself on the lines of the central Institution at Washington, and that was what they were trying to do. He thought Pusa would always be criticised by other workers, and this was all to the advantage of agricultural science. He had no fear of the injury which would accrue from any overlapping which might take place. It was rather a healthy form of rivalry. In other words he would make Pusa, as far as possible, the centre of scientific research in India, but he would do it without in any way detracting from the research work which might be carried on by the local Provincial Departments.

68377. He thought if Indian Officers for the research side were recruited, they should be recruited in India from among the men who were actually working in the Government laboratories. He was more in favour of that method of recruitment than of recruitment by direct appointment. After recruiting such men, or with a view to preparing them for recruitment, he would send them to England on study leave after they had completed their post-graduate training in India.

68378. Mr. MILLIGAN said that the best system of recruiting Indians for the demonstration side was a system of selection. It was absolutely essential to know as much as possible about the men before making appointments, and one would be much surer of getting a suitable man by selection than by taking him at random from one of the Universities in England, or even a man trained in India at one of the Indian Universities. A man might be quite good on paper, but might fail utterly afterwards. His course would be to keep men under close observation whilst they were working in the Provincial Service, and if it was seen that they possessed singular merit and quality, they should be promoted, and sent home on study leave. The work these men had been doing in the Provincial Service of a more subordinate character would in no way disable them for the superior positions they would occupy in the Imperial Service. Provincial officers after some few years' service generally were given some independent work, and were left a good deal to themselves.

68379. He suggested that each Province or group of Provinces should have its own leave and training reserve. He would group the Provinces in the following way. There would be the Indo-Gangetic group, consisting of the Punjab and Sindh, the United Provinces, Bihar, Bengal and Assam, where the conditions were all very much the same from one end to the other. An officer who knew something about agriculture in Bihar could easily take up work in the Punjab. Another group would be the Central Provinces and Bombay, which would certainly be able to work together, and probably Madras and Burma might be included as another group.

68380. He recommended optional retirement after 25 years, because some officers were afraid that they would not retain their efficiency for a longer period of service.

68381. Mr. BUTLER said that he could not agree with the suggestion that departmental officers should not be promoted to the rank of Director with less than 15 years' service. Previous Directors had been appointed after a shorter period. He agreed that an officer ought to be over 35 before he became a Director, but it largely depended on the man.

68382. He generally agreed with the scheme that there should be an officer in general control over all the different services connected with agriculture, and that he should be the intermediary between those services and the local Government. In principle the idea was very sound.

68383. Mr. MILLIGAN agreed. The scheme was sound from the point of view that it would bring the co-operative movement and the agricultural movement together, and he regarded that as very important.

68384. (Mr. Sly.) Mr. BUTLER said he would be opposed to a longer period of probation than two years. He would discard unsuitable officers freely. He did not think the rejections would be so many as to affect recruitment.

68385. He contemplated that Pusa should be recruited by selection from the best officers of the Provincial Department rather than by officers directly appointed from England. He did not think there was much in the argument which had been raised against the former system, namely, that it took away from a Province its best men. He did not think either that there was much in the statement that a good man would never consent to leave his provincial work in order to go to Pusa unless he was paid a very substantial salary. He agreed, however, that the salaries at Pusa ought to be improved. Service there ought to be made specially attractive. The present allowances to the Pusa staff were not sufficient to attract the best men of the Provincial Service, but it was largely a matter of climate. An officer serving in some of the Provincial Departments could remain with his family during the whole of the hot weather at the head quarter station but if he came to Pusa he would practically have to keep up two establishments for six months.

68386. It would not be desirable to recruit direct from England on more or less special salaries for a short period men who had made their reputation. Appointments of that sort were not at all likely to be successful in the Agricultural Department. Local experience was necessary in all branches of the work. Men were not likely to prove useful until two or three years after coming out, and a scientific man with a reputation would not come out for ten years. He might come out for five years, but if out of that he had to spend two or three years picking up local conditions, there was not much time left for productive work. Again, an expert of that kind coming out for a short time might be able to write useful reports, or to make specific discoveries, but he would not be able to put his discoveries into practice; his driving force would be lost at the very moment it was required. Very useful work might be done in certain subjects by bringing senior men out in permanent posts at the age of, say, 35, but they would have to be paid a very substantial salary. The practice of bringing men into the Agricultural Service on special agreements had caused great discontent. At present the most satisfactory system was to have a service in which all the men were employed on more or less uniform terms.

68387. For employment of Indians on the research side, he did not consider that a course in an agricultural college was essential, though it was desirable. Science graduates of the universities, and even in some cases non-graduates, had provided in the past suitable material, and from some of the universities he thought Pusa might hope to obtain useful material for the science side, but they ought to enter the laboratories as scientific assistants, as was at present the practice. It was by their research work in the laboratory that their work had to be judged in the long run.

* Vide Appendix XI.

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68388. Indians employed at Pusa had full facilities for carrying out any research work which they desired, and so had some of the officers in the Provincial Colleges.

68389. Up to the present time Indians had not been good enough for recruitment to the Imperial Cadre, except in teaching posts. He had had experience of men from some of the universities, and he was of opinion that in the future good research workers would be obtained from that source. The scientific standard of education in the universities was not likely at present to turn out such officers. He was most emphatic on that point. There was, for instance, no full-time Professor of Botany in any college affiliated to the Calcutta University, and it could not be expected that research workers in Botany would come out of that university. There had been, however, a great awakening in that direction, and he would not be at all surprised if good research officers were obtained in future.

68390. He did not think there was much in the objection put forward in regard to the filling of the Directorship from the Department itself, namely, that it was undesirable to transfer an officer of the Department from one Province, where he knew local conditions, to be Director in another Province. A good man would very quickly pick up new conditions. It should be possible to transfer a man to a Province where the conditions of agriculture would not be very widely dissimilar.

68391. Very few research men would be willing to take on demonstration work until they were old enough to lose their keenness for research work, and in such cases it would be quite a good thing for them to be taken off research work.

68392. He agreed that there was no real necessity for a leave reserve for specialists.

68393. (Mr. Fisher.) He would not like to say that there was provision at Pusa for carrying on every branch of agricultural research which might be required in India.

68394. It should be possible to have a staff at Pusa composed simply of the most distinguished agricultural experts in India, but there would be some difficulty in recruiting the whole of the staff from the Provinces. No Provincial Department had an Agricultural Bacteriologist, for instance, and it might be better to bring out a man direct from England for that post. The real remedy was to strengthen the Provincial Departments, and there would then be no difficulty in getting suitable officers for the Institute at Pusa.

68395. Pusa sometimes received requests from different parts of India for the solution of special problems. Under the internal rules of the institution, its officers were obliged once a year to write to every Province in India, to inquire whether there were any problems of this kind, but the Provinces, so far as he was aware, very seldom made any suggestions.

68396. There were means of assessing the value

(The witnesses withdrew.)

of the research work done in the different Provincial colleges, first by touring, and secondly by means of reports received under arrangements with the local department. At present the authorities at Pusa were in a position to give advice as to the general direction of the scientific agricultural work of India, where a Province had shown any indication that it required assistance.

68397. In his opinion, a great increase in the staff devoted to scientific agriculture in India was required.

68398. He would not care to say whether it would be more desirable to increase the staff of researchers than to increase the staff of practical agriculturists. He would not care to make any distinction at all. He thought the Deputy Director did a good deal of experimental research himself. That there was any doubt on this point had not struck his colleagues when they were preparing the written statement, and they had, he feared, rather helped to foster the impression that the district officers were not primarily concerned with research. Such was not their intention. They held that experimental research was a very important part of the Deputy Director's work.

68399. (Mr. Madge.) The India Office ought to have some method of registering the names of candidates for the Service. Candidates would probably be able to find some sort of employment in England, or even abroad, while they were waiting for an appointment in India.

68400. By Imperial research he meant research into fundamental problems which affected India as a whole, and not merely one Province. Whatever affected the whole country should be done at Pusa, and what peculiarly affected the Province should be done locally.

68401. With a good scientific education and some post-graduate experience in England as a basis, an officer could adapt himself readily to local conditions.

68402. It was far more important to have at the head of the Department a man who was a technical expert in the work of the Service than a Civilian who had had an agricultural training at home, even although the latter might bring the Department into touch with Government on a number of points which would not occur to specialists. He believed suitable men were available for making a start in this direction at once.

68403. (Sir Valentine Chirol.) Research workers wanted all the facilities they could obtain for study leave. At present study leave was discouraged.

68404. He would be satisfied with the regulations which now existed in theory for study leave, if they were applied in a more liberal spirit. Possibly the period of one year allowed during total service was too short. He thought the period might with advantage be raised to 18 months or two years.

C. E. Low, Esq., C.I.E., I.C.S., Director of Agriculture and Industries, Central Provinces.

Written Statement relating to the Agricultural Department.

68405. I have been Director of Agriculture in the Central Provinces and Berar during three periods, aggregating some three years in all, from the year 1905 onwards. I am at present on furlough, but am returning to take up the same appointment in October. I am not a member of the Indian Agricultural Service.

Unlike the Police, Judicial, and Medical Departments, whose existence in any civilized community is usually taken for granted, in the case of the Agricultural Department I feel it necessary to explain why I believe in its future, and why I look upon it as affording the most beneficent expression of the spirit of the British Government in India.

The work of cotton improvement was first seriously undertaken in the Central Provinces in the year 1903. Up to three years ago, some 40 private farms for the growing of improved seed had been started. There are now 120 such farms supplying improved seed for 100,000 acres, and adding six lakhs of rupees to the yearly profits of the growers. An increase in the number of farms sufficient to supply the $3\frac{1}{2}$ million acres of cotton grown in the Central Provinces is prevented by the lack of supervising staff, but an attempt is being made to render organisation and supervision possible by co-operative management, and 25 unions were formed for that purpose this year.

A very large proportion of the rice grown in the Central Provinces, some two or three million acres

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at least, is broadcasted instead of transplanted. After five years' work the area transplanted by the cultivators reached in the year 1910 some 6,000 acres, with a saving of 80 per cent. of the seed, and a gain of some 700 lbs. of grain per acre, valued at about Rs. 17. This year the area transplanted is, I hear, about 30,000 acres, and the annual gain to the cultivator is valued at over five lakhs of rupees.

Similarly in wheat, oil seeds and sugar-cane, a great advantage has been gained by the cultivator from the improved methods and varieties introduced by the Department. It has helped the cultivators of one or two of the northern districts to destroy some 20,000 wild pig in the past two years. A large number of improved implements have also been sold.

The cash benefit to the cultivator, as ascertained by actual measurement and experiment, exceeded 11 lakhs of rupees this year.

The points that have especially impressed me are—

(1) The rapid rate at which the improvement has been taken up after the first few years. (2) The fact that Agriculture and Co-operative Credit are the only public Departments with which the cultivating, as opposed to the intellectual, classes actively and willingly co-operate. The deduction from this is, that the work of the Department should be extended as rapidly as funds allow and should be permitted to have its fullest effect in elevating and organising the agricultural community. This is the first chance the Indian farmer has had of being anything else but a passive payer of taxes. Let us help him to make the most of it.

IMPERIAL SERVICE.

68406. (I) **Methods of Recruitment.**—Candidates are at present recruited by the Secretary of State. In doing this, his office freely avail themselves of the opinion of scientists and educationists of repute and of members of Indian Services when at home on leave. I do not think this procedure could be bettered. A formal committee, constituted for the express purpose of examining and recommending candidates, would possess several disadvantages in comparison with the present procedure, and it might be apt to look with too friendly an eye upon combinations among the scientific professions to raise salaries or obtain other advantages. At present recruitments are made to fill actual vacancies. This is objectionable, because (1) there may not be such suitable men forthcoming at that particular time as at some other period when no vacancy happens to exist; (2) an irregular demand does not help to create a regular and good supply; (3) considerable delay is often caused; (4) a man often had to proceed straight to responsible work without time for preliminary training.

A preferable course is to recognise at once that the Department will have to be largely expanded; to estimate its probable strength some ten or fifteen years hence, and recruit annually the number required, on actuarial considerations, to reach and maintain the total. Recruits for whom no vacancies exist can be placed under training, and, when trained, used as a reserve (Provincial rather than Imperial) until absorbed. Even if any Province, from financial or other considerations, does not work up to its estimated figure at first, other Provinces are certain to exceed it, and the net excess or deficiency is not likely to be large or long continued. I am strongly opposed both to the training of all supernumeraries at Pusa and to the maintenance there of the entire leave reserve. The men under training should be allotted, as far as possible, to individual Provinces, especially those to be employed on demonstration work. Such men require a thorough knowledge of local conditions, which vary widely in different parts of India. It has been well said that the problem of agricultural improvement in India is almost entirely a local one. Crops, even varieties of crops, and methods of cultivation, that are suitable in the Indus and Gangetic alluvial soils, are unsuitable in the black soil tracts. Chemical and probably bacteriological

facts regarding the one are not true for the other. Equally wide differences exist between the irrigated tracts and the dry areas of the Deccan or the tropical tracts of high rainfall below the Central Indian table-land. In demonstrating to the cultivator, it is useless to appeal to general agricultural theories; he must be shown that the actual fields he cultivates or the crops he grows can be made to yield him more money by certain definite methods. Thus, for the purpose of demonstration, the control must be divided according to areas of similar agricultural circumstance. The field in any one of these areas, each of which will extend over tens of thousands of square miles, is so large that it will be more than sufficient for a single man. An intimate knowledge of the existing methods of cultivation and of the complex of past effort in experiment and demonstration in any one of these areas is as much as one man can be responsible for. The difference in language between one part of India and another is a further argument for keeping a man in his original Province. No success can be gained in demonstration work without close personal acquaintance with the leading cultivators, who are proverbially slow in giving their confidence to a new comer. A man brought in from another Province or from an Imperial Reserve to fill a leave vacancy will not be able to do more than mark time for a few months for which such a vacancy usually lasts. If the vacancy is filled by a man who has been under-studying the permanent incumbent, progress will be continuous.

The above arguments do not apply so strongly in the case of men engaged on research, though even here it is difficult for a man coming from outside to pick up the lines of an investigation, while work done under such circumstances often leads to friction and recriminations. The pure scientist pays the penalty, in a somewhat jealous susceptibility, for that disinterested devotion to the progress of knowledge which in his case takes the place of the personal ambition usually found among the best men engaged in executive work.

I would, therefore, propose that the reserve should be mainly Provincial, and that men should be recruited for, or at any rate immediately appointed to, a particular Province.

The present method of selection has hitherto secured men of suitable qualifications. Scientists intended for research, however, should have done post-graduate work in Europe before coming to India, and no such man should be appointed merely on his success in examinations. Emphasis should also be laid on the necessity of practical experience in farming in the case of candidates required for demonstration work. In order to carry conviction to the minds of cultivators, a demonstrator must see things from the farmer's point of view, must thoroughly understand the *minutiae* of indigenous agricultural practice and must be able himself to perform the ordinary operations of Indian farming. But little regard will be paid to a demonstrator who explains the advantages of an improved plough, for instance, if he cannot himself use the ordinary country implement. The sympathy engendered by a common pursuit and by a common point of view renders it easy for a European agriculturist, to whom a scientific training has given a cosmopolitan standpoint, to gain the confidence of Indian farmers.

68407. (II) **System of Training and Probation.**—As explained in the last part of my note regarding recruitment, probationers should be posted for their training to the Province in which they are to work throughout their service. In addition to the administrative advantages already described, the recruit will himself be a gainer. He is more likely to develop original ideas of value, in the presence of concrete problems awaiting solution, of which the economic importance is always before him; and the individual attention of the man whose helper and under-study he is to be, is likely to be of more use than the more theoretical and general training by an expert at Pusa. I do not consider the results of the training of European supernumeraries at Pusa, so far as I have had the opportunity of observing them, entirely satisfac-

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tory. If men who have had some post-graduate experience, whether in research or in the practice of agriculture, are selected, the period of training need not be long. It should include, even in the case of a man destined for research, enough experience of general agriculture to enable him to appreciate the relative importance of the various factors. A thorough training in one at least of the local vernaculars is essential for men intended for demonstration.

The question of probation represents a serious difficulty. In a small and new service where no established tradition exists, it is especially necessary to avoid unenthusiastic or inefficient recruits. Each man must be a centre of energy for his subordinates and a standard of devotion to the cause of scientific progress. He has no predecessors and few contemporaries to counteract to some extent his example if it be bad, but the difficulty of determining the undesirables is especially great when scientific qualifications are in question. A Civilian head of a Department or a Local Government has not the scientific knowledge. Their fellow scientists in the Province have not the standing, nor, as the Pusa Institute is at present constituted, are the Imperial Officers in any better position. The officer who has the charge of a probationer's training ought not to bear the main responsibility for reporting on what may be considered as to some extent dependent on that training, *viz.*, his fitness for retention. Though the ultimate responsibility must of course rest on Government, still the initiative must be taken and the data supplied by a scientific authority that will command general respect. For other and much more important reasons, I think it necessary that the Agricultural Institute at Pusa should be remodelled; and its reconstitution would, it is to be hoped, furnish a body with the requisite status and qualifications to act as technical advisers to the Imperial or Local Government on this and other more important questions. The longer the period of probation, the harder it is to get rid of an undesirable. In the case of men recruited, as I propose, with post-graduate experience, two years is ample; but the standard should be rigid and no mercy shown to the unfit. One of the duties of the Imperial scientific experts should be to examine, while on tour, the work of probationers and the manner of their training. They should consider the reports of probationers and recommend to the Local Government or, in the case of Pusa supernumeraries, to the supreme Government, their retention or rejection. The final responsibility, however, must lie on the Government concerned, who should not be bound to follow the opinion of the Board in either case.

68408. (III) **Conditions of Service.**—The posts of Provincial Director of Agriculture should be held as a rule by members of the Indian Agricultural Service, as soon as the time is ripe for it. The reasons that have been hitherto urged against the proposal appear to be: (1) that the members of the Indian Agricultural Service are at present of such nearly equal seniority that the appointment in one would block the others indefinitely; (2) that the Director of Agriculture at present holds also the charge of other Departments, such as veterinary, factories, co-operative credit, etc., for which a wide general knowledge of the country, especially in its economic aspect, is required. None of these reasons have much force. The first is illogical, for it involves an injustice to the whole service in order to avoid an injury to a portion of it. As for the second, many members of the Indian Agricultural Service have gained in the course of their work, especially on demonstration, plenty of administrative experience and economic knowledge; and I see no reason why such men should not be well fitted to hold charge of the other minor Departments. There is, however, a real difficulty, in that the other members of the Indian Agricultural Service, and of the Veterinary Department, would probably be deeply aggrieved by the appointment of any one member of the Indian Agricultural Service as Provincial Director,

seeing that individual merit has not yet had time to gain general and assured recognition; and the result might even be the resignation of capable officers. I do not think that it is desirable, on general grounds, to place a man in charge of a Department over officers of his own Service unless he has had at least 15 years' administrative experience, or is, at any rate, over 35 years of age.

But the prospects of the Service, apart from the increase in the maximum salary, to which I shall allude later, ought not to end with the ultimate chance of a Provincial Directorship, a post which is after all more suited to the special faculties developed by executive work, and I find it necessary at this point to discuss the organisation of the Imperial Institute at Pusa and to state, as briefly as possible, the lines on which I think it might be improved. I must admit that I have not the scientific knowledge to enable me to pose as a critic of the work of such an institution; but the points which I desire to raise are mainly administrative; while the feeling that Pusa is hardly justifying its existence and needs extensive re-modelling, is one shared by a large number of persons interested in the future of Indian agriculture. In paragraph 8 of Resolution No. 8 of the Revenue and Agricultural Department of the Government of India, dated the 29th February, 1904, the following were stated to be the main functions of the Institute:—

(1) It was to serve as a model for provincial farms. Here it is surely *functus officio*.

(2) It was to initiate and test lines of experiment. Except in a few matters of a fundamental or highly technical nature, there are not many experiments that cannot be pursued with more advantage in the soil and climate to which their results are to be applied; and, as already stated, most of the problems of Indian agriculture are local ones. Further work by the Provincial Departments is likely, however, to increase the number of lines of research which may properly be handed over to a central institute; but here the necessity of Provincial Departments is logically prior to that of an Imperial one.

(3) The production of improved seeds. This is pre-eminently a local problem.

(4) To test the results of local experiments and to secure continuity. There are many experiments, which relate to a soil or climate not found at Pusa, which could not be so tested.

(5) To train students. A training in general at Pusa is of little use to men who are to work in a Province, for reasons already stated; training in special lines of research and demonstration can no doubt be given, and could be given to even greater advantage, if the experts there were to cease from doing work which more properly belongs to Provincial Departments.

(6) A field for local research work, especially in matter likely to benefit the planting community. It is doubtful if the latter have reaped much advantage from the work of the Imperial Institute, or have provided quite as ready a means for disseminating improved methods in Behar as was evidently expected at the time the Institute was founded.

Similarly, the work of the Imperial expert staff was declared to be:—

(1) To serve as a higher teaching body.

(2) To prosecute lines of research applicable to all India.

(3) To train supernumeraries.

(4) To collate the results of the working of Provincial Departments.

With this dictum, except in so far that supernumeraries can obviously be better trained as a rule in the Provinces to which they are to belong, I am in complete agreement; but I think there are other and even more important functions which can be performed by them and arise necessarily from the above.

But in order to fulfil any of these purposes, the Pusa research staff must possess a status far higher than it does at present. Each man must obviously be the best in his own line in the Indian

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Agricultural Service. This is not the case at present. The Provincial experts do not admit the superiority of the Imperial experts; they were in most cases recruited at the same time and from the same class of men. Both Provincial and Imperial experts alike are capable, and have done much excellent work; but none can claim that the latter are a class apart. This is not at all as it should be. But the pay and prospects of the Pusa staff are not such as to tempt the best men to leave their Province for what are to many the uncongenial surroundings of Pusa. The difference in pay should be substantial; at present it is small. No candidates should be appointed to the Imperial staff who falls short of a high and well recognised standard of scientific attainment. If a suitable Provincial man is not to be found, a short-time appointment might be offered to a scientist of reputation from elsewhere; in default of this, the post should be left in abeyance for the time and the current duties carried on by an assistant in charge. The duties required of the staff so reconstituted should be:—

(1) Investigation into matters referred from the Provinces and into questions more fundamental and of wider application than Provincial Departments can undertake. Lines of enquiry which are too technical or lengthy, or do not offer reasonably early prospects of economic results, may well be handed over by the Provincial Departments.

(2) They should form a Board to advise the Government of India or Local Governments on scientific or technical questions regarding agriculture.

(3) They should study the work of probationers when they inspect the work of Provincial Departments, and advise for or against their retention.

(4) They should inspect and review the work of Provincial experts, especially those engaged on research.

(5) They should advise as to appointments to the higher Departmental posts. It is important for the last two purposes that there should be no possibility of their work overlapping that of Provincial experts, as it does at present in very many cases, otherwise their position of disinterested and respected critics of scientific work would cease to exist.

(6) They should be responsible for the higher training in special branches of research or agricultural practice, of members of the various Provincial and subordinate staffs, and of the general public.

Generally speaking, they should be men who have achieved high reputation, and are near the end of their service; and their duties should be more those of responsible advisers than of active investigators. From such men, whose lines of work did not clash with their own, Provincial experts would readily ask and accept advice. Any special temporary research work that could not with advantage be placed under a Provincial Department might be also in their charge.

The proposal could be worked up to as follows: With the reconstitution of salaries proposed in the next section, the present incumbents of Imperial posts should be retained on ordinary Departmental salaries, unless there are any whom the Government of India think fit to appoint as Imperial experts under the new scheme. But for the most part it would be better to add the existing Imperial officers to the Provincial staff on the proposed new scale of salary, and to fill their posts, if possible, by direct appointment from abroad of senior and highly qualified men on five year contracts. Even if the posts lay vacant for some time, the loss would be more than covered by the ultimate gain. The best work which is now being done at Pusa is really Provincial, and could be done better at one or other of the Provincial centres.

There is no doubt that the Pusa Institute has for the greater part of its existence lost much from its inability to obtain a head of the proper type. It has only once secured an Inspector-General of high scientific qualifications. A civilian Inspector-General was a suitable selection when the Institute was first started and the main work was merely

organisation. But what is wanted now is an all-round scientific agriculturist, whose abilities will command the respect of the staff, and whose knowledge will be sufficient to secure that his fellow workers keep to their proper lines. Much of the present unsatisfactory working of the Pusa Imperial Institute is due to the lack of a head with suitable qualifications. With such a man the staff would be kept to its proper work; overlapping of Provincial research would be avoided, and though I do not propose that his control should be autocratic, he would serve as a president for the Board, and his personal influence should suffice to maintain a strong scientific *esprit de corps* among its members, which would help him to prevent slackness as well as jealousy and encroachment on other officers' fields of work. If it were thought necessary, the strength of his position as regards his colleagues could be greatly increased by making him the channel through which all references were made to or received from other Government Departments, and by giving him the responsibility for the allotment of work among them. The primary duty of such a man would be the management of the Pusa Institute; he would be the head of the Board in their dealings with the Government of India, Local Governments and Provincial Agricultural Departments. Each expert would have, under the scheme I am proposing, the position of the late Inspector-General in respect of his special subject, backed up, if necessary, by the authority of the Board.

The inspection of the work of Provincial experts and probationers would not take more than six or eight weeks at most in any one year; and it is necessary for the Imperial staff to keep in close touch with Provincial work on general grounds. Their principal duties would be the higher training of Indian members of the staff, and of their special research work. Their advisory duties could be fulfilled during their Provincial touring.

68409. (IV) Conditions of Salary.—The present maximum limit of Rs. 1,000 is absurd, and the point need hardly be laboured further, as it has been accepted in principle by the Government of India and, I believe, by the Secretary of State. I would propose an incremental scale of Rs. 500—50—1,500 for the Service as a whole with an efficiency bar at Rs. 1,250 to be passed on the recommendation of the Imperial Board. Provincial Directors should draw Rs. 1,500—50—1,800; and Imperial experts the same. The head of the Board should draw Rs. 2,000. Appointments to the post of Imperial expert would be made by the Government of India after considering the recommendations of the Board; in the case of a Provincial Director the Financial Commissioner or member of the Board of Revenue of the Province concerned should have a seat on the Board, which should present its recommendations to the Local Government. Directors would as a rule be appointed from the demonstration and members of the Imperial Board from the research staff.

There are at present 18 Deputy Directors with about eight more agricultural experts working as Professors or College Principals; and 34 research men (42-8 agriculturists on educational work). These figures are probably only approximate, but errors are of the less importance, when one considers the disproportion in strength between the research and demonstration staff; the latter should certainly be increased as soon as possible up to a total of 40 or 50. This would give a relatively fair allotment of superior posts between the two branches.

The alternative to the above scheme is to provide some form of talent money. The allotment of this is difficult, if not impossible, in the present absence of any generally respected scientific tribunal; to obtain the latter, an improvement in the status and an alteration of the functions of the Imperial research staff are necessary in any case, while, if higher responsibilities are attached to the grant of superior salary, it is consistent with human nature to believe that the Government will exercise a more careful and impartial choice than in

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bestowing a mere pecuniary reward for good service.

The present travelling allowance of Rs. 5 per diem is notoriously insufficient. Most men tour at present at some pecuniary sacrifice; all married men do so. To take only one instance: the daily hire of carts in Nagpur has increased in the last 14 years from 8 to 20 annas; while supplies and wages have all gone up in a nearly similar proportion. This is a matter, however, which must be considered for all services together, European and Indian.

68410. (V) **Conditions of Leave.**—The proposed rules regarding leave recently circulated for opinion by the Government of India should be made applicable to the Indian Agricultural Service. I do not think the proposal of half furlough on full pay is a good one. If the pay during service and the allowance on furlough are not sufficient to enable men to take as much leave as is necessary for the proper performance of their duties, one or both should be increased. The proposal would have the effect of discouraging men from taking as much leave as they need, would increase the cost to the Government with no corresponding increase in the efficiency of its employees, and would, in a graded service, cause loss to the junior officers. I do not think the idea of a leave reserve solely attached to the Pusa Imperial Institute is a good one, because, as already explained in Part 2 of this note, it will not ensure the reserve being employed on really useful work in the intervals of filling Provincial vacancies, and because the Provincial vacancies themselves will not be filled in the most effective way.

I prefer to express no opinion on the subject of study leave. The Service is so understaffed at present that it would be extremely difficult to spare men merely for study leave. If the Service is recruited up to the strength which the programme of work before it logically requires, the matter might then be considered. I am unaware what is the experience of the use or abuse of study leave in other Services.

68411. (VI) **Conditions of Pension.**—An officer invalidated before ten years' service should receive a gratuity; and he should have the option of retiring on a reduced pension after 20 years, or on full pension after 25 years. It would improve recruitment were an officer allowed the option of retiring after 10, 15 or 20 years on a gratuity. Agriculture is emphatically a profession in which a man can make good use of capital, and many suitable candidates might be attracted by such a proviso, who would not care, with no experience of Indian life to commit themselves in the first instance to 25 or 30 years' service in a foreign country. The amount of the pension should follow the decision taken in the case of other Services. Admittedly, the pension has remained stationary, while the cost of living has increased very greatly.

In considering the question of furlough and pension it must be remembered that officers employed on demonstration work perhaps under the hardest conditions of any Service in India. I may fairly contrast their lot with that of the Indian Forest Service, whose pensionable period was recently shortened, owing, it is believed, to the arduous nature of their work. This Department, it may be noted, spend a month of the rains at a hill station in most cases, and the whole of that season in office. The Agricultural Department, on the other hand, apart from the fact that the rains are their busiest season, throughout the hot weather, too, are constantly travelling by rail and road making preparations for the programme of work in the rains. Life under canvas at that period, even with the occasional unpleasant interlude of a forest fire, is infinitely preferable to train journeys interspersed with long trips on cycle, horseback or country cart, as I can say from personal experience; and I have year by year noted with regret and apprehension the injury to the health of officers employed under me at this time of the year.

68412. (VII) **Such limitations as may exist in**

the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.—In the Central Provinces we have not yet succeeded in evolving a type of Indian who combines a scientific knowledge with executive ability. We have two or three men, mostly of cultivated castes or from land-holding families, who do excellent work under close supervision; but they have not the all-round education to enable them to rise beyond a subordinate outlook. I have seen very little in the Provincial Department of Indians of a more intellectual type and better education, but with such as I have seen I have not been favourably impressed. Generally speaking I am of opinion that elementary education has not so far been sufficiently good to form a basis for scientific training. Again, the domestic opinion of the class whence our men are taken is as yet untouched by the spread of scientific truth. An English youth is brought up in a home and taught at school by parents and teachers who have been profoundly influenced by the knowledge of fundamental scientific truths, where his father and masters held it as a matter of course that for every physical ill or inconvenience that arises or exists the remedy is to be sought in scientific investigation. There is a large body of scientists in any Western country whose influence is far-reaching, and who believe that all investigation faithfully conducted on proper lines is bound to lead to results of value. This state of things is not a matter of to-day or yesterday; it is based on the traditions of two or three centuries and has been reached by the toil of generations of workers, who have seen the reward in commercial or sociological improvement for investigations that perhaps seemed useless at the time. The lack of this tradition in India shows itself in two ways. It is obvious that a man developed in such surroundings has not the same deep-seated belief in the results of scientific investigation, the religious adherence to its laws, the same scientific faithfulness, as are to be found in the ranks of English workers. The phrases of science are on his lips, but its truths are not always in his heart.

Again, very few, if any, Indian boys take up any form of scientific study for the love of it. School-boys do not collect plants, flowers, or fossils as a hobby. Those youths who are studying for a scientific degree have chosen their subject either because they have reason to think that it will in their case lead more easily to subsequent employment, or because their special abilities are more likely to yield them success in a science examination. Though these causes are not without their effect among our English youth, quite a large proportion of our science scholars, including nearly all who subsequently attain any degree of eminence, choose a science course because their personal tastes lead them to do so.

I do not wish to be understood as implying that the Indian youth is, as an individual, inferior to his English co-eval. But he has not, as things are at present, the same chance of being influenced in his early youth by the Western attitude towards science; nor, perhaps it is unnecessary to add, are the institutions that profess to teach him later on in any way equal to those in England.

For these reasons I do not think that there will be forthcoming for many years more than an inconsiderable number of Indians suited for the higher ranks of the agricultural service. The best means of generating in India the atmosphere necessary for the growth of such men is to be found in an extension of the operations of the Agricultural Department and in a wider public recognition of its success, not in the mere increase of the numbers passed through our Agricultural Colleges. It is idle to talk of permeating the country with the product of Agricultural Colleges as a means of familiarising the people with the truths of agricultural science. The only result of such a policy will be to fill with unsuitable men a departmental cadre whose work will have very little hold on the agricultural population, and to send abroad among the people a number of unpaid emissaries to preach the blessings of agricultural science, the study of which

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has led them to nothing better than starvation. But make the people accept as an every-day truth that the farmer can earn more money by improved methods; and some of them will then come forward to learn the science by which these methods have been evolved. In no Provinces in India, save to a very limited extent in Bombay, do more than an infinitesimal number of youths enter an agricultural college except to obtain Government employment. I have, in discussing the suitability of Indians for higher agricultural employment, purposely confined myself to generalities. That is not because I am unable to quote instances enough of the effect of the various factors I have discussed on individuals, but because I think it a mistake to introduce personalities or pillory subordinate officials who are doing their best, and for many of whom I feel a personal liking and respect.

All who have the welfare of the country at heart are agreed that, in order to fit the people for self-government they must be admitted to a larger share in administrative responsibility, even at the cost of some probable falling off in efficiency. The gain must be balanced against the loss. But where the loss to a very large and important section of the public vastly exceeds the gain to a few individuals of a very much smaller section, we cannot apply the general rule. The Agricultural Department exists for the direct and personal benefit of the farmer, not to supply a few educated Indians with employment. The farmer can be benefitted first and most of all by improving his agriculture; next, and to a less extent, by inducing him to accept agricultural education, and to help in the work of teaching his brother farmers. There is no doubt whatever but that the few agriculturists who have so far joined the department are as a class far better demonstrators and farm managers than the members of the intellectual castes. Tradition and custom are at present against us in our endeavour to recruit the farmer; but a determined effort is being made, and will be successful as soon as our demonstration work has sufficiently popularised the improvement of agriculture with the cultivating classes.

I look forward with confidence to a time when the higher ranks of the Department will be wholly or mainly officered by Indians, whose intimate knowledge of the details of every-day life and thought among their fellow-countrymen will produce a service that will exercise an even greater and more beneficent influence with the cultivating classes than our European experts do at present. But such anticipations are, as regards the Agricultural Department, merely the prophecies of hopeful minds, and have as yet hardly emerged from beneath the administrative horizon.

To dilute the strength of the Department before it has had time to gain a hold on the people or form its own traditions would be a grievous error. Let the cadre approach more nearly its ultimate development; and it will then be both possible and necessary for it to include a larger proportion of Indians than would be safe at present.

I may note, incidentally, that it is a complete mistake to consider agricultural demonstration work as other than very largely administrative. Although we do not consider that demonstration work in the Central Provinces has in any way approached its final development, a Deputy Director has in his charge at present three or four large farms; he has to supervise the demonstration work of some 25 assistants working over an area of 40,000 square miles of country; he has to create and maintain close relations with 10 or 12 agricultural associations, sub-associations and a dozen or more agricultural co-operative societies; he has to see that from 50 to 100 private seed farms are looked after and kept up to the mark; he has dealings with Bombay and Calcutta firms and local traders, to say nothing of numerous district officials and irrigation engineers; and his duty is to see that neither money, work nor time is wasted, but that all agencies act together to produce the results which he has in view. His work, in fact, though its tone is given by the scientific spirit he should possess, is mainly administrative. Perhaps, too,

the above remarks will suffice to show, without the necessity for entering into elaborate statistics, that the work of agricultural improvement has begun to gain, in the Central Provinces at any rate, sufficient hold on the cultivating classes to warrant the sanguine forecast of its future success, which is the basis of most of the suggestions in this note.

I would, therefore, provide for the direct recruitment into the Indian Agricultural Service of Indians in exceptional cases only. I think that very few of them are fit to take their place therein, unless they have thoroughly won their spurs in the Provincial Service. An occasional appointment not exceeding one in ten, if a limit be desired, might be made from picked members of the Provincial cadre, who should be sent after four or five years' service to a Western country for training. Practical responsibility and hard manual work are just as necessary an experience for Indians as for Europeans; a man who goes to an English college directly after passing through an Indian one will never gain these. The light manual labour on a college farm under non-commercial conditions is no adequate substitute for the kind of work I refer to. Every man, when he leaves college, must come into contact with practical agriculturists; he must work under them as a pupil or employee, or at any rate have to do with them as a demonstrator. They will laugh at many of his college notions; he will find many difficulties in practice that have never occurred to him in the course of his education, and unless he can learn to surmount these difficulties and to equal the practical farmer on his own ground, he will never gain his respect.

PROVINCIAL AND SUBORDINATE DEPARTMENTS.

63413. On the pay and prospects of the Provincial and Subordinate Departments I have little to say. This is not because I am not keenly interested in the subject. But it has been the policy of the Administration, in respect of my Department, to encourage recruitment by the offer of an ultimate rather than an intermediate cadre: and in the higher grades our establishment rolls offer more promotion than there are men fitted for it, and will do so for several years to come. Turning to the Provincial Department, we have in the Central Provinces a cadre which provides for 12 appointments on a salary of Rs. 200 on confirmation, rising to a maximum of Rs. 400. This scale, though perhaps more liberal than that of any other Province, taking into account the comparative smallness of the Central Provinces, does not go far enough; and I see no reason why the Provincial Agricultural Service should have a lower initial or maximum salary than that of any other service, due regard being had to the relative strength of the respective cadres. Only some three or four appointments have been made so far, from a lack of suitable men; but in four or five years' time a far more rapid rate of recruitment is probable. By that time, too, the existing members will be drawing nearly their maximum salary; and the time will then have come to raise the maximum limit to a figure not much below that which may by then have been determined on for the Provincial Civil Service. For the higher ranks the rate of increment—Rs. 30 every other year—will be too little, considering that direct appointments are not at present made to the Provincial Agricultural Service, and a man is not likely for some time to come, at any rate, to reach it with less than five or ten years' service. Two years ago I tentatively introduced a more rapid scheme of promotion for men who had done specially well in the College final examination; but found it a failure. All-round agricultural experience takes a long time to acquire; for two or three years a passed student is of comparatively little use even in the subordinate service, and I know no other means of fitting him to take his place in the Provincial Service than some years of practical work. In the research and teaching lines, experience is less vitally important; promotion may be more rapid; and for this reason demonstration on the one hand and research and teaching on the other require separate cadres. A considerable improvement in the pay and prospects

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of the subordinate cadre was proposed for the Central Provinces before I left India, and has, I believe, since been sanctioned; this should suffice for some years to come. The difficulty is, how to offer sufficient prospects at a reasonably early date for men on demonstration work; and I can see no alternative but that the latter should be recruited, as far as possible, from the cultivating classes, and be recompensed by their ultimate prospects for the slow promotion that they will receive at first. It seems unnecessary to make any more detailed suggestions for the improvement of cadres which are not likely to be fully worked up to for some years to come.

68414. To sum up, my recommendations are as follows:—Recruitment for the demonstration appointments in the Indian Agricultural Service through the Provincial Service, by sending promis-

ing men to England for training after a few years' experience, and in the case of one or two, perhaps, of the present members of the Provincial Service even without such training; for the research branch, the first-named procedure should obtain as a rule, though direct appointments might be made in exceptional cases. The limit for Indian members of the Indian Agricultural Service should be fixed at present at 10 per cent; and I do not think that even this figure will be reached at first. The Provincial Service should be divided into a Demonstration Branch and a Teaching and Research Branch; the latter should be on a time scale, allowing for more rapid promotion to start with than the former would receive. The maximum limit of salary should be fixed slightly lower than in the case of the Provincial Civil Service.

MR. C. E. Low called and examined.

68415. (Chairman.) The witness was at present employed on special duty as a member of the Bengal District Administration Committee. He belonged to the Central Provinces, and had been Director of Agriculture there for some time. He was in his 21st year of service. He had acted as Director of Agriculture on various occasions since 1905.

68416. He had put before the Commission a scheme for the development of the Department, the two most important features of which were the modification of the relationship which now existed between Pusa and the Provincial Agricultural Departments, and a proposal to increase very considerably the staff of Imperial Officers employed on district work. His intention was not to convert Pusa into a central bureau for research to which the Provinces might refer. What he had in mind was to delegate to the Pusa staff the more fundamental and general questions of research, and to make them responsible for advising on questions of the appointment and confirmation of officers in the Provinces. They would not interfere with the work done by the Provincial experts, unless the latter were clashing with work which ought more properly to be done at Pusa. Pusa ought to be in a position to form a fair estimate of the quality of the work done by officers in the Provinces, and in this way they could serve as advisers to the Local Government and the Government of India, when a decision had to be taken in such matters as the retention of probationers, the appointment of members of the Indian Agricultural Service as Directors of Agriculture, the advancement of officers beyond the efficiency bar which he proposed, or the appointment of research officers to posts at Pusa. He regarded it as very important that the work done by officers at Pusa should not clash with or overlap the work done in the Provinces, so as to eliminate as far as possible any question of personal jealousy. He agreed that it would not be easy to define what work should be done at Pusa and what work should be done in a Provincial centre, but some working principle would have to be arrived at. His opinion was that Pusa at present was doing a certain amount of work which more properly belonged to the Provinces. He hesitated to give examples, but he would say, for instance, that the work on wheats was work which could more suitably be done in the Provinces.

68417. Officers undertaking the work at Pusa should be men of a certain age and seniority. He would recruit them from the Provinces wherever possible, and if there were not suitable men in the Provinces he would bring them out from England as a temporary measure.

68418. He did not apprehend that if his scheme were carried out there would be in years to come a body of men at Pusa who had spent the best years of their life in the Provinces, and whose activity was declining. The intellectual energy

of a man did not diminish at the same rate as his physical energy.

68419. With regard to his suggestion that Pusa officers should give their opinion as to the confirmation of probationers, there would of course be no necessity for the whole of the research staff from Pusa to assemble in Madras, for instance, in order to undertake a function of that character; they would probably be visiting Madras on other business. He thought that in practice the Pusa experts would be the best people to decide on the merits of a probationer, as they could give something like a final opinion on certain features of his work. He did not agree that the local officials who had been brought into contact with the probationer would be in a better position to do so. He could not give instances, but he had heard in practice that one or two probationers who ought not to have been retained had been retained in deference to the opinion of the Local Government. It would greatly strengthen the hands of the Local Department of Agriculture if it could have the support of the experts at Pusa, or the Pusa Board as it would be called under this scheme.

68420. In recruiting Indians to the Service he would apply different considerations to officers who were to join the research branch of the Service, and to officers who were to be employed in district work. He would choose them differently, and train them differently. A research officer should go on to Pusa for a post-graduate course of two years if he was selected for the Provincial Service. With regard to district officers, it was no good giving these officers a higher course in agriculture and demonstration. The only training of any value was experience and practical responsibility.

68421. He felt considerable doubt as to the best method of recruiting Indians to the Imperial Service, because there was no one in the Central Provinces who showed any immediate signs of being fit for that service. On the whole, he would say that a man ought to be given a fair amount of practical experience in actual responsible positions, and that he should then be sent to England for a certain amount of extra training. Under no circumstances should a man be sent to England for training unless he had done a reasonable amount of responsible work as a Government official in India. Great difficulty was experienced in the Central Provinces in getting Indians associated with the land and possessing the necessary educational qualifications to come forward, but as the prestige of the Service and of agriculture increased, that difficulty would gradually be overcome.

68422. There were three Indians in the Central Provinces in charge of divisions, but they were under the Deputy Directors. They were allowed as much latitude as possible. They were in immediate charge of the demonstration work, and

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in general charge of farms over the Farm Superintendents, who were immediately responsible for the details of the experimental work.

68423. He did not think there was any present necessity for separating research and teaching in the Central Provinces. They were gradually turning over more of the teaching to Indian Assistant Professors, and the members of the European staff were now doing more research work and less teaching.

68424. At the Agricultural College at Nagpur there was a European agriculturist who was also Principal, a European botanist, and a European agricultural chemist. There were also one assistant agriculturist, one assistant botanist, one assistant chemist, and one assistant entomologist. There were at present 55 students. The average number was 60. The length of the college course was three years. They tried to work up to practically the same standard as other colleges but he would not say that their average standard was as high as it was at Poona. There were a very few students coming to the college who desired to get a training in agriculture without any idea of joining the Service. That number was gradually increasing.

68425. (*Sir Valentine Chisolm*.) One of his objections to any overlapping of research work in India was that under existing conditions there was far more research work to be done than the present staff could cope with; but his main objection was the personal one (*i.e.*, the possibility of friction).

68426. They offered at the Nagpur College 8 or 10 scholarships a year. Half of the students were scholarship holders, and nothing was charged to them, except their food, books, and expenses for games. A scholarship of Rs. 10 would be sufficient to pay for the whole of the college expenses, if the student was careful.

68427. (*Mr. Madge*.) An administrative staff of six or eight officers would very likely be sufficient for the Central Provinces for the next 10 years.

68428. It would depend entirely on a man's efficiency whether the system of recruiting Englishmen from England, and Indians from India might be departed from in the case of Indians who had an English education. It would not be a good thing to appoint an Indian to the Department simply on his college training, unless he had shown a capacity for practical work. The same applied to a European.

68429. Many landlords in the Central Provinces were actually cultivating their own land. They were rather more intelligent than the rest of the people, and were quite ready to take up any scheme which showed financial results. They did not trouble about the scientific side of the question. Some of them were sending their sons to the experimental farms to learn certain definite processes, but not to get a general agricultural training.

68430. (*Mr. Fisher*.) He agreed that his recommendation consisted in taking a number of officers who had spent the greater part of their lives working at local problems and transferring them to Pusa where they would have to work on pro-

blems affecting the whole of India. He admitted that such officers would at Pusa have to deal with problems with which they were unfamiliar or else that they would continue under less favourable circumstances the research work which they had been carrying out in their Provinces, and that in the latter case there was a chance of their overlapping with the work of their successors. He admitted that there were difficulties in his scheme.

68431. (*Mr. Sly*.) His recommendation that a man should be able to retire after 10 or 15 years' service was made in the interest of recruitment. At present an officer might not care to sign on for a life service in the tropics, but he would be perfectly willing to do 10 or 15 years, at the end of which period he might find the work more congenial than he expected and would be prepared to stay on. Another point was that a man would always have a certain feeling of security, in case private circumstances compelled him to go, that he could leave with money in his pocket. On the whole, the Government would gain by treating the Service generously. Government always tended to lose by any uncertainty in prospects.

68432. With regard to the appointment of a Rural Commissioner, he felt the paramount necessity of co-ordinating co-operative credit work and agriculture. Although he hoped to see at an early date an agricultural officer appointed as Director of Agriculture, it would still be a good thing to keep the Indian Civil Service connected with the Department, in order to ensure the close touch which had hitherto existed between the demonstration staff and the district staff, and also in order to strengthen the position of the head of a technical Department with the local Government. He had read the Agricultural Adviser's proposals, but although he agreed with them in principle he did not agree with all their details. For instance, it would be a mistake to attach a member of the Indian Agricultural Service to the Rural Commissioner as a Personal Assistant. He himself would prefer to have a member of the Indian Agricultural Service as Director of Agriculture occupying the same position as the civilian Director did at present; the same thing applied also to the Veterinary Department, co-operative credit, and industries. The officer in general control over all these Departments would have the status of a Financial Commissioner in a province like the Central Provinces; he would enjoy within certain limits the powers of a local Government and he would therefore not be merely a functionary who would delay work. He would be in a position to combine inside knowledge with outside control.

68433. (*Chairman*.) In the Agricultural Adviser's scheme* the responsibility of the Indian Agricultural Service Officer acting as Personal Assistant to the Rural Commissioner would be very much less complete than what he himself would desire that it should be.

* The witness afterwards explained that this referred to a draft of the Agricultural Adviser's scheme sent to him by the Revenue and Agriculture Department of the Government of India, but he understood that the Agricultural Adviser had subsequently modified the proposal.

(The witness withdrew.)

5 May 1914.

At the India Office, London, Tuesday, 5th May, 1914.

PRESENT:—

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.
 SIR MURRAY HAMMICK, K.C.S.I., C.I.E.
 SIR THEODORE MORISON, K.C.I.E.
 SIR VALENTINE CHIROL.
 MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUR RAHIM, Esq.
 FRANK GEORGE SLY, Esq., C.S.I.
 HERBERT ALBERT LAURENS FISHER, Esq.
 JAMES RAMSAY MACDONALD, Esq., M.P.

M. S. D. BUTLER, Esq., C.V.O., C.I.E., } *Joint Secretaries.*
 R. R. SCOTT, Esq., }

T. H. MIDDLETON, Esq., C.B., An Assistant Secretary to the Board of Agriculture and Fisheries,*
 called and examined.

68434. (*Chairman*.) The witness said he was Assistant Secretary to the Board of Agriculture and at one time spent six and a half years in Baroda College as Professor of Agriculture.

68435. For the last three or four years there had been some difficulty in getting the type of man wanted for the Indian Agricultural Service, owing to the great demand for men in England, especially since the Development and Roads Improvement Acts were passed. The supply for India had been temporarily affected, but he believed the deficiency was purely temporary and when the immediate demand in England had been met the supply of candidates ought to be better than ever, because the facilities for education had been very greatly increased within the last few years. There might perhaps be a little prejudice in some quarters against going to India, but he did not think that would be sufficient to curtail recruitment if it were not for the home demand.

68436. With regard to the essential qualifications for appointment as an agriculturist in India, the applicant should have a first-rate university training in England and a fair knowledge of ordinary farming. If he did not come from the farming classes, he ought to have two or three years on a farm in England before going out to India. For an agricultural chemist post-graduate laboratory experience was necessary. Scientific men should have the equivalent of Part II. of the Cambridge Natural Science Tripos and subsequently some experience in a research laboratory.

68437. With regard to the machinery by which agricultural candidates were selected, recently there had been a small informal committee consisting of Mr. Drake, Mr. Coventry, and himself. In the first place they called for applications and then he, or someone else, wrote to the teachers for their opinions of the candidates. The candidates were then interviewed and the men were selected whom the Committee thought were most suitable for the Service. All the institutions were notified of vacancies by the India Office. He believed in that way every likely candidate had a knowledge of the appointments.

68438. He quite agreed with the suggestion that there should be a Committee of Selection set up, representative of agriculture in this country, of up-to-date agriculture in India, and of the India Office, with a specialist added when any candidate had to be selected for a special branch. It would be quite easy to arrange for such a committee to have a list of applicants always before them as a basis upon which to work. To some extent that was done already, as a list was kept of all suitable people. Practically everybody available applied for work at one time or another and their names were registered, and thus the Committee knew exactly the possible field of recruitment.

68439. (*Sir Theodore Morison*.) He was well acquainted with all the agricultural colleges and had some knowledge of many of the persons trained in them, and knew the value of the kind of education provided. There were six or eight departments of agriculture in the universities and university colleges, and in addition there were certain agricultural colleges. He preferred the university training for Indian purposes. The ordinary agricultural college diploma in itself did not as a rule postulate sufficient scientific knowledge. Certain men who came from the colleges were occasionally qualified, but, as a rule, it was preferable to draw the men from the universities, as the scientific education given at a university, supplemented by practical knowledge, was what they chiefly required.

68440. (*Mr. Sly*.) For the last few years there was such a demand for men in England that students had not been looking to the Indian Service, and India had not been attracting the class that was wanted, but he did not think that condition would long continue. He always advised the right type of man that the Indian Service was a good one, and in that way he had persuaded some very suitable men to go to India. It might be that India occasionally missed very good men who would be willing to go to India at a particular time when there happened to be no vacancy for them, but he had not come across any such case. As a rule, men wanted to know what was going when they were just ready for work and would often take the first thing that came along. If a system of regular annual recruitment for agriculturists could be devised, it might have a slight effect, but not a very substantial one. It would not tempt men to go to universities; they would go for general agricultural work and in the course of their career would think of India.

68441. Men recruited from the farming classes would not require two or three years' experience on a farm, but a lad who had been at an ordinary public school and had then gone to Cambridge would have had no opportunity of getting any farming experience, and if he was going into the Indian Agricultural Service it would be necessary for him to have a year or two on an English farm. The knowledge of English farming required was not very great, as the conditions in India were entirely different, but some training was wanted which would enable a man when he went to India to tackle agricultural questions effectively.

68442. The fact that a considerable number of the administrative posts in the Agricultural Department were held by members of the Indian Civil Service might affect recruitment in England, and he had heard it put forward as a factor which injuriously affected recruitment, but he did not think that influenced the students very much. The main thing influencing students at the present time was the

* This witness did not submit a Written Statement.

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MR. T. H. MIDDLETON.

[Continued.]

prospect of employment at home. If men had to look for employment elsewhere quite a sufficient number would come forward for India.

68443. (*Mr. Fisher.*) The desirable age for recruitment to the Agricultural Service was about 24, but the age should be kept rather elastic, and men as young as 23 and as old as 26 or even more might be taken if they were good men, and specialists might be taken even up to 30 years of age.

68444. It was necessary that men, when they went out, should settle down in particular areas, because the conditions varied so greatly that if a man was moved about a great deal he was not so useful as he might otherwise be, but it would not be possible to say, from a man's educational antecedents in England, what sort of area he would be best suited for. Occasionally a man might be found who would be especially valuable in connection with the improvement of some special crop as, *e.g.*, cotton, and such a man would naturally be sent to the cotton areas.

68445. (*Mr. Abdur Rahim.*) There had been one or two Indians on the list each year, but he could not say how many were on the list at the present time. There was no process of elimination before candidates were put on the list. The applications were gone through very carefully and the names, with the academic qualifications, placed on the list, and then the men were interviewed after they had been put on the short list. No one was put on the short list whose academic qualifications were not sufficient.

68446. It would be possible for an Indian student to obtain experience of farming in England, but he should come rather older than he came at the present time. An Indian student of 21 or 22 was too young to benefit by the experience. The Mysore Government had sent an older man to study both in America and in England, and that man benefited much more by his experience than the younger lads, who had been sent home in some numbers. English candidates received their practical training at an earlier age, but there was no comparison between the English and the Indians; the conditions for the Indian were so novel that it was very difficult for him to acquire the experience in the two or three years available. Even if he had gone through a university course in England,

it would still be difficult to acquire a satisfactory knowledge of practical farming in so short a time.

68447. There was no difficulty in giving a proper course of education in agriculture to Indian students in India, and, in fact, it was much better given in that country. The position as he saw it was as follows. For the Service in India a very much greater number of men was required than the 70 or so at present in the Indian Agricultural Service, and that extra number could be trained and recruited in India. If they were members of the college staffs they might be given the same status as European professors. As he had had no experience of the administrative work of the Department of Agriculture in India, he could not say anything about that side of the Service. For higher teaching work the training could be given in India.

68448. (*Sir Valentine Chirol.*) When a candidate was interviewed, an endeavour was first made to find out whether his training had been a satisfactory one. He first of all went through a candidate's academic record. Then he tried to find out whether the candidate had an open, inquiring mind and was the type of person likely to respond to the new conditions he would meet with in India. The questions to candidates varied greatly. The candidate was asked where he had lived; what his experience had been, whether in the country or in a town; and every effort was made to find out whether he was likely to interest himself in Indian work. The great possibilities of doing important work in the Agricultural Service in India were not sufficiently realised by the class of young men who came forward as candidates, but, personally, he had done something to make them known. In that connection he thought it would be well to approach the Secretaries of the Universities' Appointments Boards, as if they were interested in the Indian Agricultural Service it would be of great assistance in obtaining candidates. When at Cambridge he wrote an article for the "University Appointments Board Journal" indicating the openings in the Indian Service, but he did not know that anything had been done since.

68449. (*Sir Theodore Morison.*) The Selection Committee circularised the Appointments Boards, but his suggestion was that the Boards might bring the attraction of the Indian Agricultural Service to the notice of students.

(The witness withdrew.)

NOTE.

68450. Attention is also invited to the evidence given by Mr. F. C. Drake, Secretary in the Revenue and Statistics Department of the India Office on Monday, 4th May, 1914. This will be found generally in paragraphs 66679-66718 in the section of this volume (XV) relating to the Forest Service, and in particular in paragraphs 66694, 66698-9, 66706-8, and 66715.

68451. Mr. Drake also put in the following notes:—

Notes on the Selection of Recruits for Agricultural, Veterinary, Geological, and Miscellaneous Appointments, by Mr. F. C. Drake, Secretary, Revenue and Statistics Department, India Office.

1. The appointments to which these Notes refer are technical appointments. It is necessary, if possible, to fill them by men who have not only had a technical education but have also proved their ability by practical work in field, mine, laboratory, etc. The selection has to be guided more by the performances of the candidates in the direction of research or original work than by their scholastic successes; the men selected ought to be proved men who can at an early period take an independent part in the work of a small Department without requiring to be taught how to apply their knowledge.

The conditions are thus different from those arising in the selection of candidates for the Public Works Department or the Forest Service, for which men who have just finished their education are recruited.

2. Two considerations result from this, viz.:—

That the posts cannot be filled by competitive examination, which is not a suitable method of testing the kind of qualities required.

That the Secretary of State requires to have, in the selection, the assistance of some person or persons thoroughly acquainted with the conditions of work in the profession concerned and able to gauge accurately the value of the candidates' performances.

3. These are, in effect, the considerations on which the practice of the India Office is based.

The appointments are so numerous and varied that it would be wearisome to give in detail the proceedings in respect of each. The following are given as examples:—

(a) *Geological Survey.*—The Director of the Geological Survey of the United Kingdom, and Sir Thomas Holland, K.C.I.E., F.R.S. (late head of the Indian Geological Survey and now Professor of Geology at Manchester), have on recent occasions been asked to examine the applications

4 May 1914.]

NOTE.

[Continued.]

and testimonials and to interview the candidates who appear *prima facie* to have the required qualifications. They discuss the merits with the Secretary in the Revenue Department, who also sees the candidates. The interview with the geological experts takes the form of a searching *vivâ voce* examination in respect of the candidates' knowledge and their capacity to do original work.

The conclusions arrived at are laid before the Secretary of State in Council, with all the pros and cons, and the decision is made after this has been considered by the Revenue Committee of the Council.

(b) *Agricultural Service* (other than Botanists, Entomologists, etc.).—Mr. Middleton, Assistant Secretary to the Board of Agriculture, who has a wide acquaintance with agricultural education and the progress of agricultural research in the United Kingdom, examines the applications. On the last occasion, Mr. Coventry, Agricultural Adviser to the Government of India, who was at home on leave, was associated with Mr. Middleton in this work.

The procedure is the same as that described above in the case of geological candidates.

[It is to be noted that in the case of botanists it is usual to get the assistance of Sir David Prain, and of entomologists that of Mr. Lefroy, of the Imperial College of Science.]

(c) *Assistant Mathematical Instrument Maker, Survey of India*.—This was an appointment recently made. The Astronomer Royal was asked to nominate a gentleman qualified to weigh the merits of the candidates. He nominated Professor Dalby, F.R.S., Dean of the City and Guilds Engineering College, who consented to act. With Professor Dalby was associated Major H. L. Crosthwaite, R.E., Deputy Superintendent, Survey of India, who had held charge of the Mathematical Instrument Office, and was at the time on leave.

These instances could be multiplied freely, but perhaps enough has been said to show that the object aimed at is to enlist the assistance of the best available expert, preferably a gentleman holding some official position unconnected with the India Office, and to associate with him a prominent member of the Department for which the recruitment is being made, in order that any peculiar requirements of the Department may not be lost sight of. The arrangements made in each case are such as seem the best available at the

time of the vacancy, and none of the selectors are continuously engaged, excepting in the case of the Veterinary Department, for which Colonel Queripel, formerly Inspector-General of the Department, has for many years conducted inquiries with a view to securing candidates of good quality and choosing the best of them.

The part taken by the Secretary of the Revenue Department is that of seeing that the candidates understand the conditions of appointment, have been passed by the Medical Board, and comply generally with the requirements of the Government of India, and of reporting to the Secretary of State in Council the views and recommendations arising out of the interviews.

4. The methods above indicated may be open, perhaps, to the objection that the number of the selectors is small and that the suspicion of "jobbery" more readily attaches to a small than to a large body of selectors. It is not enough for a selective system to be pure; it ought to be beyond suspicion, if such a thing can be. While it is the case that the existing system is free from any kind of undue influence, there is no doubt the India Office would welcome any suggestions that would make even vague suspicions impossible, while retaining the present system of basing the selection on independent expert advice.

68452-69243. Mr. Drake further put in the following statement with special reference to the Agricultural Department:—

Statement to show the number of Officers appointed by the Secretary of State to the Indian Agricultural Service from 1904-1914 (end of April), inclusive.

Year.	Europeans, Indians.	
1904	...	4
1905	...	6+2†
1906	...	16
1907	...	13+1†
1908	...	4
1909	...	3
1910	...	3
1911	...	3
1912	...	2
1913	...	3+1†
1914 (to end of April)	...	2
Total	...	59+4†

† Figures marked thus represent appointments, made in consultation with the Government of India, of men already in India at the time of appointment.

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APPENDICES I. AND II.

APPENDIX I.

Letter from the Chief Secretary to the Government of the Punjab, dated Lahore, No. 238 (Rev. and Agri.—Agri.), 22nd October, 1913.

With reference to your letter dated the 1st of August, 1913, I am directed to forward 20 copies of a letter from the Director of Agriculture and Indus-

tries, Punjab, No. 3453, dated the 2nd of October, 1913, and of its enclosures, furnishing the information required in connection with the Civil Veterinary and Agricultural Department in the Punjab.

ENCLOSURE IN COVERING LETTER FROM THE DIRECTOR OF AGRICULTURE AND INDUSTRIES, PUNJAB, No. 3453, DATED LAHORE, 2ND OCTOBER, 1913.

Statement showing supplementary information as to the organisation of the Agricultural Department in the Punjab.

The present regulations as to the recruitment, training and probation, and whether these rules are satisfactory.	The rates of pay and allowances in force in 1890, in 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.	The number of posts in each grade and the provision, if any, made in the cadre for leave and training.	What appointments outside the authorised cadre are held temporarily or otherwise by the officers of the various services.	Whether any addition is required to the present cadre.
The latest rules regarding the emoluments and conditions attached to four appointments in the Punjab held by the members of the Indian Agricultural Service are contained in Punjab Government Proceedings Nos. 14-17 of March, 1913.	There was no organised Agricultural Service in 1890 and 1900 in the Punjab. The present rates are for Imperial Agricultural Service:— Rs. Per mensem. For the 1st year 400 For the 2nd year 430 For the 3rd year 460 For the 4th and subsequent years ... 500 rising by annual increments of Rs. 50 a month to Rs. 1,000 a month. Provincial Agricultural Service and Subordinate Agricultural Service:— For Assistant Professors—Rs. 150—12-8-0—400. For Assistant Directors—1 on Rs. 300—10—400 and 1 on Rs. 150—10—300. Not satisfactory. See Memorandum referred to in paragraph 1 and also Memorandum of Provincial Officers.	The number of posts in each grade are:— 4 men on Rs. 500—50—1,000—Imperial Agricultural Service. 5 Assistant Professors, Rs. 150—12-8-0—400. 1 Assistant Director } Rs. 300—10—400. 1 Assistant Director } * Rs. 150—10—300 No provision exists in the cadre for leave or training. Leave reserve is very urgently needed.	There is no such appointment held by any member of the Agricultural Service in the Punjab.	A new Deputy Director has recently been sanctioned and sanctioned for one more Deputy Director of Agriculture and an Agricultural Engineer has been applied for. Two more Assistant Directors of Agriculture are required.
Not satisfactory for Imperial Officers. See Memorandum of Imperial Officers.				
Satisfactory for Provincial Service.				

* Both the present incumbents are in the lower grade.

APPENDIX II.

Memorandum prepared by the Government of the United Provinces of Agra and Oudh relating to the Indian Agricultural Service.

(I) *Methods of Recruitment.*—The Lieutenant-Governor is in favour of selection of officers for this department by a committee on the lines suggested. At the same time the power to reject candidates, who have been found unsuitable after probation, should be strictly exercised, and it should be made clear to candidates that this will be done. The period of probation should be extended to at least three years, within which period a strict language test should be passed.

(II) *System of Training and Probation.*—In respect of the proposed re-organisation of the leave reserve His Honour is of opinion that the department is so small that an Imperial reserve seems indicated. In this connection he desires to express his opinion that officers of the Provincial Service are not likely in the near future to be sufficiently well qualified to take the places of officers in the Indian Agricultural Service on leave.

The question of the language is an important one. Even the research officers should keep up

their power to speak in vernacular. The standard of knowledge required from officers in this department should be at least as high as that required for members of the Civil Service or Police.

(IV) *Salary.*—The present scale of salary does not run sufficiently high to enable the Government to retain the services of the officers of the required calibre. His Honour is prepared to support the recommendation that the time scale at present in force should be extended to Rs. 1,500 per mensem. This maximum would be reached in 15 years. Above this there could be a special grade on Rs. 1,750, to be filled by selection from officers of 20 years' service and above. The Lieutenant-Governor is entirely opposed to the proposal that the head of the department should be a departmental officer. The work in the department is now very specialised, and is carried on by specialists in different lines. It would be a mistake to put an expert in one line at the head of all experts. Further, the business capacity and the administrative experience which

APPENDICES II. (continued) AND III.

are required from the head of the department are, in His Honour's experience, rarely to be found among the specialists who come to the department. In His Honour's opinion the present arrangement by which the post of Director is filled by a member of the Civil Service is by far the most suitable. He is an officer with general experience of the whole subject, and is in a better position than any individual expert to co-ordinate the different lines of advance.

(V) *Conditions of Leave.*—The leave rules for this Service should be the same as those for other European Services. There does not appear to be any necessity to grant study leave to this department. Scientific journals keep officers abreast of new developments, and all keen officers will always visit institutions in England during their leave.

(VI) *Conditions of Pensions.*—The conditions of the Agricultural Service are peculiar, and His Honour thinks that it would be fair to allow officers in it to retire for pension after 25 years of service; but, if this is granted, His Honour is entirely opposed to the proposal as to progressive pensions after 17 years' service.

(VII) *Limitations in the employment of non-Europeans.*—His Honour agrees with the conclusions of the memorialists, but for somewhat different reasons. There can be no doubt that at present agriculture as a pursuit and a scientific study has not yet begun to attract the best intellects among the Indian community. This is the main reason why suitable candidates cannot be obtained for the higher posts in this department. Scientific agriculture is a very recent introduction into India, and the more promising students cling to the older professions. Further, the nature of the agricultural work does not appeal to the temperament of the educated Indian, involving, as it does, a keen liking for an active out-of-door work

instead of desk work and literary pursuits. On the other hand, the class of Indians whose natural tendency is towards the more active occupations has not as yet arrived at a sufficiently high standard of education. The position is therefore that the educated classes, who alone are capable of assimilating scientific instruction, are not by habits or inclination suited for the department; while those whose natural qualifications are of the proper kind are unable to take advantage of the training offered. The result is that those persons who do come to this department are such members of the educated classes who can obtain no other employment. Indians so far employed in the higher branches of this province have proved comparative failures, and their endeavour had always been to try and get out of the agricultural line and employ themselves in some side pursuits. The present attitude of educated classes towards agriculture is well illustrated by an actual remark made by one of them to the Director to the following effect: "Here is nothing but looking after crops and coolies; there is no book work." It follows, therefore, that until the attitude of the present educated class towards agriculture changes, or candidates from classes generally interested in this pursuit are available, the higher posts in the department must be filled by Europeans.

(IX) *Other points.*—The matter raised in the third sub-paragraph of VIII appears to come in most conveniently under IX. The Lieutenant-Governor is of opinion that it would not be to the advantage of the work generally that the views of Director, as submitted to the Government, should necessarily be forwarded to any member of the department.

Lack of uniformity in titles.—His Honour cannot see that there is any sufficient ground for this proposal. He would continue to gazette officers according to their official appellations.

APPENDIX III.

Memorandum prepared by the Government of Bengal relating to the Agricultural Department.(1) *THE INDIAN AGRICULTURAL SERVICE.*

—1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The appointments in the Indian Agricultural Service in Bengal include those of Deputy Director, Agricultural Chemist, Economic Botanist and Fibre Expert.

Appointments to the Indian Agricultural Service are made by the Secretary of State for India as occasion may require. In some cases candidates are appointed direct to these posts, but in most cases they are appointed as supernumeraries, undergo a further course of training in India in Indian agriculture and are appointed to posts as vacancies occur. Candidates must, as a rule, be not less than 23 nor more than 30 years of age. Exceptions are made as regards the maximum only in the case of appointments requiring special qualifications. Candidates must furnish evidence of having received a good general education and of possessing a thorough knowledge of the science of agriculture or of the particular science required for the appointment applied for. Preference is given to British-born subjects and to distinguished graduates of Universities in the British Empire. Importance is also attached to bodily activity and ability to ride, and selected candidates have to undergo an examination by the Medical Board of the India Office as to their physical fitness for service in India. Newly-appointed officers are required, before leaving England, to enter into an agreement with the Secretary of State embodying the conditions of their appointment.

An officer appointed to the Agricultural Service, whether as a supernumerary or otherwise, and whatever his initial salary may be, is on probation in India for three years. He is required to pass an

examination in a vernacular language within two years of his arrival in India or of his first appointment to the Service, whichever is later. His appointment may be cancelled for failure to pass this examination, or at any time for unfitness or misconduct. At the end of his three years' term of probation the Government of India decide whether to retain or dispense with his services.

The present regulations are satisfactory.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—In 1890 and 1900 the Indian Agricultural Service as such was not in existence.

The present rates of pay are ordinarily as follows:—

		Rs.
For the 1st year	...	400 per mensem.
" 2nd "	...	430 "
" 3rd "	...	460 "
" 4th and subsequent years	...	500, rising by annual increments of Rs. 50 a month to Rs. 1,000 a month.

Candidates who are required to undergo a further course of training in India are appointed on the above scale of salary commencing on a pay of Rs. 400. Where, for special reasons, a candidate is recruited for direct appointment to one of the regular posts, his initial pay is determined with reference to the special qualifications and the length of European experience required for the appointment for which he is specially selected, but his subsequent increments of salary are regulated by the foregoing scale.

No exchange compensation is given, and free

APPENDICES III. (continued) AND IV.

quarters are not usually provided, but officers receive either free quarters or a house-rent allowance during the period for which they draw the supernumerary rate of pay, i.e., until their pay rises above Rs. 460 a month.

The existing rates of pay are generally regarded as unsatisfactory, in that an officer rises to the maximum open to the Service generally after 12 or 13 years' service, unless he is fortunate enough to be selected for some special appointment under the Government of India. An officer serving under local Governments cannot, under the present rules, rise above Rs. 1,000 a month, unless he is the Principal of an Agricultural College, in which case he is given a local allowance of Rs. 100 in addition to his time-scale pay. As the Service is of recent creation, comparatively few officers have yet reached their maximum on the time-scale, but it cannot be expected that officers under local Governments will serve contentedly on the same rate of pay for the last 15 or 20 years of their service, and it seems probable that the maximum will have to be raised. The Government of Bengal are not, however, in a position to suggest a detailed scheme.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—There are no special grades. Officers of the Indian Agricultural Service draw time-scale pay as specified above. The present pay of the existing members of the Service in Bengal is as follows:—

	Rs.
(i) Deputy Director	900
(ii) The Fibre Expert	850
(iii) The Agricultural Chemist	700
(iv) The Economic Botanist	550

There is no provision in the Provincial cadre for leave and training. The leave vacancies in the Indian Agricultural Services of the various Provinces are ordinarily filled by the supernumerary officers on the Imperial Department of Agriculture.

4. *What appointments outside the authorised cadre are held temporarily, or otherwise, by officers of the various Services?*—No appointment outside the authorised cadre is held temporarily, or otherwise, by officers of the Indian Agricultural Service.

5. *Whether any addition is required to the present cadre.*—An application has recently been submitted to the Government of India for the appointment of a second Deputy Director of Agriculture. No other additions are required to the Bengal cadre at present, but the Imperial leave reserve is inadequate. Great inconvenience and a considerable set back to the work in this Province have recently been caused by the inability of the Government of India to supply an officer to act for the Fibre Expert while on leave, and similar difficulties would probably occur in the event of any other of the small staff of Bengal experts requiring leave. The remedy is either to increase the number of officers under the Government of India or to add to the cadre of the Provincial Service, so as to provide assistants for

the Imperial officers serving under the Local Government. The Government of Bengal have the matter under consideration.

(II) *THE PROVINCIAL AGRICULTURAL SERVICE.*—1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—No definite rules for recruitment for the Provincial Agricultural Service have been framed as yet. Most of the posts in the Provincial Service in Bengal have been given to young men who have been trained in America. Promotion to the Provincial Service is also made from deserving officers of the Subordinate Agricultural Service. There are also no fixed rules for training and probation. The selected candidates usually remain on probation for a period of one year.

The staff is at present small and no formal regulations are necessary at this stage.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay are satisfactory.*—In 1890 and 1900 the Provincial Agricultural Service was not constituted.

The rate of pay at the present time in Bengal is Rs. 200—10—400. The maximum will probably have to be raised as soon as a regular service is formed.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—There is only one grade, viz., Rs. 200—10—400. Two officers are at present employed and three temporary officers have recently been appointed on probation. There is no provision in the cadre for leave and training.

4. *What appointments outside the authorised cadre are held temporarily, or otherwise, by officers of the various Services?*—No appointment outside the authorised cadre is held temporarily, or otherwise, by officers of the Provincial Agricultural Service.

5. *Whether any addition is required to the present cadre.*—It is proposed to raise the number of officers in the Provincial Agricultural Service to six, and this number will be increased in the near future with the progress of work in the various directions. For several reasons, the most important of which are connected with the territorial re-arrangements effected in 1905 and 1912, the development of the Agricultural Department in Bengal has been seriously hampered. It is only about three years since the laboratories of the experts on the Dacca farm were built and equipped, but they have now obtained results which can be demonstrated to the people at large, and they are still engaged in experiments and research work which will require a very wide field for test and demonstration before they can bear any valuable fruit. The time will shortly come, therefore, when a considerable expansion of the Provincial Service will be required in Bengal, and the Government of Bengal are of opinion that ultimately it will be necessary to constitute a regular service with prospects little, if at all, inferior to those of the Provincial Civil Service.

APPENDIX IV.

Memorandum prepared by the Government of Bihar and Orissa relating to the Department of Agriculture in Bihar and Orissa.

(A) *IMPERIAL SERVICE.*—1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The conditions of recruitment have been described in the Memorandum prepared by the Government of India and the Local Government have no recommendations to make.

Government consider it desirable that before a newly recruited officer is entrusted with the duties of any particular appointment he should undergo at least one year's training in Indian conditions. This training might with advantage be obtained at Pusa. The period of training would count as probationary service.

APPENDICES IV. (continued) AND V.

Government are disposed to think that the present period of probation is unnecessarily long and might be reduced from three years to two years. The present rates of probationary pay are Rs. 400—430—460. These might be altered to Rs. 400—450, and the concession of free residence during the probationary period, which is not enjoyed by the members of other Services, might well be withdrawn, as a grievance is made of the fact that confirmation in the Service is attended with reduction in net pay.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—The rates of pay and allowances now drawn are given in the statement attached to the Director of Agriculture's note which forms an appendix to this Memorandum.

The present maximum of Rs. 1,000 was adopted tentatively. Its continuance up to date has militated against the contentment of officers, has in some cases led to their resignation, and has adversely affected recruitment. The Local Government are disposed to recommend that the pay of Agricultural Officers should be fixed on the same basis as that drawn by or proposed to be granted to Indian Educational Officers.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—The Service, as already explained, is not a graded Service, and there is no provision for leave and training.

Government are disposed to think that provision for leave and training should be made within the Province, but, pending the settlement of the question by the Government of India, have made no recommendations to this effect in the scheme which is now under submission for the reorganisation of the Department (*vide* paragraph 5 below).

4. *What appointments outside the authorised cadre are held temporarily, or otherwise, by officers of the various Services?*—There are no appointments in this Province outside the authorised cadre.

5. *Whether any addition is required to the present cadre.*—The Local Government are about to submit a scheme of reorganisation which provides for the addition of two Deputy Directors of Agriculture to the Imperial branch. A copy of this scheme will be forwarded for the information of the Commissioners as soon as it is ready.

It is also proposed to recruit a European officer on special contract to be Superintendent of a combined sugar-cane station and cattle-breeding farm in North Bihar. This appointment will be outside the regular cadre of the Service.

(B) *PROVINCIAL SERVICE.*—1. *The present regulations as to recruitment, training and probation,*

and whether these regulations are satisfactory.—The nature of the Provincial Agricultural Service has been clearly explained in the Memorandum prepared by the Government of India, and the appointments which are held in this Province are shown in the statement attached to the Director's note. Of the five officers in the higher grade of Rs. 250—10—400, four were trained at the Cornell University at the cost of the Government of Bengal, the fifth was educated at Cambridge at his own expense and had a subsequent training at Pusa.

The four officers in the inferior grade were educated in India.

The recruitment of the Provincial branch was made with a view to the special requirements of individual posts and the Local Government have no recommendations to make at present. With the development of the Imperial Institute at Pusa, it should be possible to provide for future appointments in the Provincial Service from students educated at Pusa.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—For the previous history and present rates of pay and allowances of the Provincial Service reference may be made to the Director's note.

The local Government are inclined to think that a clearer distinction should be drawn between the Subordinate Agricultural Service and the Provincial Agricultural Service, that the rates of pay in the latter should be assimilated to those obtaining in the Provincial Executive Service, and that provision should be made for a limited amount of promotion from the Subordinate Agricultural Service to the Provincial Agricultural Service and from the latter to the Imperial Agricultural Service. There should be a time scale of Rs. 250—25—500 in the Provincial Agricultural Service and thereafter promotion should be by special selection to grades of Rs. 600, Rs. 700 and Rs. 800.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—The number of posts in the Provincial Agricultural Service has been shown in the statement attached to the Director's note. No provision exists for leave and training.

4. *What appointments outside the authorised cadre are held temporarily, or otherwise, by officers of the various Services?*—There are no appointments outside the authorised grade.

5. *Whether any addition is required to the present cadre.*—In the scheme for the reorganisation of the Agricultural staff to which reference has been made in paragraph 5 of the memorandum on the Imperial branch, provision has been made for the appointment of an Assistant Director who will be an addition to the cadre of the Provincial Service.

APPENDIX V.

Memorandum prepared by the Assam Administration relating to the Agricultural Department, Assam.

(I) *INDIAN AGRICULTURAL SERVICE.*—

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—At present there is only one officer of the Indian Agricultural Service, represented by the Deputy Director of Agriculture. An Agricultural Chemist has recently been sanctioned and an officer is expected to join in December next.

The regulations regarding recruitment, training and probation are as prescribed by the Secretary of State (*vide* Government of India's Circular No. 9—37-2, dated the 15th February, 1913). As regards recruitment a reference is invited to Chief Commissioner's Note,* which contains his views on the subject.

* *Vide* Appendix VI.

The Chief Commissioner has no remarks to offer with reference to training and probation.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—The Indian Agricultural Service was first constituted in 1905. The salary attached to the service is Rs. 400—30—460 for the first three years, to be followed by Rs. 500—50—1,000 per mensem. No allowance except the usual travelling allowance is attached to Provincial appointments (*i.e.*, appointments in a Province as opposed to the Imperial Department at Pusa).

The present rate of pay is not in the Chief Commissioner's opinion satisfactory. A reference to the memorandum on the Agricultural Department, Assam, submitted to the Public Services Commis-

APPENDICES V. (continued) VI. AND VII.

sion, will show that the maximum is reached after 13 years' service, and therefore there is no prospect of promotion except to the post of Director of Agriculture, from which members of the Indian Agricultural Service are not debarred. In the opinion of the Chief Commissioner a continuation of the increments up to a maximum of Rs. 1,500, which should be reached after 23 years' service, should be allowed.

3. *The number of posts in each grade, and the provision, if any, made in the cadre for leave and training.*—Only one post of Deputy Director of Agriculture and one post of Agricultural Chemist are sanctioned for this Province. No provision is made for leave and training.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services?*—None.

5. *Whether any addition is required to the present cadre.*—A second Deputy Director of Agriculture may be required with the development of the Department, when the full number of the Provincial and subordinate staffs will be recruited.

(II) PROVINCIAL AGRICULTURAL SERVICE.

—1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The Provincial Agricultural Service comprises the following appointments:—

- (a) Agricultural Supervisor (one).
- (b) District Agricultural Officers (two) (experimental).
- (c) Farm Superintendents (three).
- (d) Entomological Assistant (one) (under training).

In selecting candidates for the Provincial Service weight is given to the possession of a diploma of a recognised College of Agriculture and to practical experience. Before appointment, candidates are

subjected to a post-graduate training which is ordinarily for two years. The period of probation is three years in the case of Agricultural Supervisor and two years in the case of other officers.

The present regulations are satisfactory.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—The Service has been newly constituted in Assam. The rates of pay are as follows:—

(a) Agricultural Supervisor.—During the period of probation of three years, Rs. 150, Rs. 165 and Rs. 180 per mensem, and on confirmation Rs. 200—10—400.

(b) District Agricultural Officers and Farm Superintendents.—During the period of two years' probation, Rs. 75 and Rs. 80, and on confirmation, Rs. 100—10—200.

(c) Entomological Assistant.—Not yet fixed, but will be similar to that of District Agricultural Officers.

In the opinion of the Chief Commissioner the present rates of pay are satisfactory. These officers get the usual travelling allowance.

3. *The number of posts in each grade, and the provision, if any, made in the cadre for leave and training.*—1, Agricultural Supervisor; 2, District Agricultural Officers, and 3, Farm Superintendents. No provision is made for leave and training.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services?*—None.

5. *Whether any addition is required to the present cadre.*—Should the scheme of the District Agricultural Officers, which has been sanctioned experimentally for two years by the Government of India, be successful, there will be one officer for each district, and consequently another Agricultural Supervisor may be required.

APPENDIX VI.

Note, dated 9th April, 1913, by the Hon. Sir Archdale Earle, Chief Commissioner of Assam, on the Agricultural Department.

1. As the memorandum drawn up by the Government of India in regard to this Department shows, the Department is still in a state of formation, and it appears to be impossible at present to lay down hard-and-fast principles for the selection of candidates. All that I would venture to suggest in regard to this Department is that the principles which I have advocated in connection with other Services should be borne in mind. The chief of these are (1) that Indians required for superior posts should be recruited by the Secretary of State on the same terms as Europeans, (2) that the door of preferment to superior posts should be kept open for selected locally recruited officers,

and (3) that though the latter class of officers should be recruited on a lower rate of pay, all unnecessary distinctions between Officers recruited by the Secretary of State and locally recruited Officers should be avoided.

2. I have only to add that in recruiting Indians direct to the superior Service, the Province from which a candidate hails and for which he is required must be borne in mind as far as possible, as it is important for many reasons, administrative, personal and political, that officers should usually belong to the Province to which they are posted.

APPENDIX VII.

Memorandum prepared by the Government of Burma relating to the Agricultural Department, Burma.

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The present expert staff was appointed by the Secretary of State. The two Deputy Directors of Agriculture, as the expert Agriculturists are now called, are graduates in Science at a British University and are Europeans, while the Agricultural Chemist is an English graduate and also a European. The Subordinate Scientific Staff is recruited from Science graduates of Indian Colleges; while the staff for the farms is drawn from the Settlement and Land Records Departments. The intention, however, is that with the establishment of a College the 1st grade

posts shall be filled only by promotion from the 2nd grade, that admission to the 2nd shall be confined to those who have passed the Entrance examination of the Calcutta University or an accepted equivalent for it, and have taken the licentiates' or the three years' course of Agriculture at the College; and that, although admissions to the 3rd grade posts, such as that of Sub-Overseer, might be made from the Settlement and Land Records Departments, without these educational qualifications, their absence must debar promotion to the 2nd grade. A scheme of three years' probation, after which candidates will be eligible for promotion according to ability to the higher

APPENDICES VII. (continued) AND VIII.

appointments in the Department has also been formulated. The following rules of recruitment have been adopted as a temporary measure. Agricultural Assistants are ordinarily to be recruited from the rank of Settlement Holding Markers and Revenue Surveyors who have passed the 7th Standard Vernacular or Anglo-Vernacular examination and the examination for certificates for the appointment of Subordinate Revenue and Land Records Officers in Burma, in Arithmetic, Surveying and Revenue Law. During the period of training in practical field work which may extend to two years they are ranked as probationers and receive an allowance of Rs. 30 per mensem. The educational qualification for Scientific Assistants in the higher grade is the Matriculation or the High School Final examination. For the lower grade of Scientific Assistants the minimum qualification is the 7th Standard Anglo-Vernacular. Probationers in the higher grade receive an allowance of Rs. 40 and probationers in the lower grade Rs. 30 per mensem.

The present Regulations for recruitment training and probation are generally satisfactory. It is, however, desirable that Officers intended for administrative posts should have some training in Agricultural Economics and Account-keeping. The popularisation of improved methods of agriculture among the cultivating classes of the Province depends very largely on their applicability to the financial conditions actually existing, and unless this fact is present to the mind of the agricultural expert his research work and experiments are apt to prove of little practical value. The administration of large farms on a sound and economical basis also requires considerable acquaintance with the principles of accounting. Some acquaintance with Tropical Agriculture is desirable, but as conditions differ from Province to Province this knowledge can best be acquired after arrival of the Expert in the Province to which he is posted. A thorough acquaintance with the vernacular of the Province is a *sine qua non* for success in this Department, and it should be made an express condition of employment that no officer shall in the future be confirmed in his appointment in the Department until he has passed in the Vernacular by the Higher Standard.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay are satisfactory.*—The Agricultural Department only came into separate existence in 1906. The rates of pay and allowances then sanctioned are still in force. The Directorship, which is for the present held by a member of the covenanted Civil Service, drawing his regular grade pay, has a special allowance of Rs. 150 a month attached to it. The two Deputy Directors and the Agricultural Chemist draw Rs. 500 rising to Rs. 1,000, and are in receipt of a Burma allowance of Rs. 100. The Agricultural Botanist (when appointed) will draw Rs. 400 rising to Rs. 1,000 per mensem, plus Burma allowance of Rs. 100.

The Subordinate Scientific staff are paid as under:—

	Rs.
The three Assistants (i.e., Botanist, Entomologist and Chemist) ...	150—200
The two Junior Assistants in Chemistry ...	75—150
The Artist's Assistant ...	50—75

The Farm Staff receive:—

	Rs.
Superintendent ...	150—250
Overseers ...	75—100
Sub-Overseers ...	50—75

Leave and pension are regulated by the ordinary rules in the Civil Service Regulations.

The unsatisfactory feature of the present scale of pay, Rs. 500—50—1,000, of the Superior Scientific Staff is that after the Experts reach the maximum salary (i.e., Rs. 1,000) at the beginning of the eleventh year of their service they have no further prospects. An increase of Rs. 100 per annum after three years on Rs. 1,000 and a second increase of the same amount after 20 years' service would be desirable additions.

The scale of salaries of the Subordinate Scientific Staff is also unsatisfactory in that the Subordinate Civil Service offers better and more attractive terms.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—Early in 1906 the Secretary of State sanctioned the creation of a separate appointment of Director of Agriculture to be held by a member of the Indian Civil Service and the engagement of an expert staff consisting of an all-round Agriculturist to be Principal of the College, an Agricultural Chemist and an Agricultural Botanist, and at the end of the year sanction was also accorded to the entertainment of a second expert Agriculturist as Superintendent of Experimental Farms. The post of Agricultural Botanist, however, has never yet been filled.

In 1907 the following subordinate staff was sanctioned:—

- 3 Assistants to the Agricultural Chemist (in two grades).
- 3 Assistants to the Agricultural Botanist (in two grades).
- 6 Field-men (in two grades).
- 2 Farm Superintendents.
- 4 Overseers.
- 8 Sub-overseers.

But in view of the financial stringency and the decision that it would be premature to establish an Agricultural College as yet the subordinate staff actually entertained was as follows:—

A.—Subordinate Scientific Staff.

- 1 Assistant to the Agricultural Chemist.
- 2 Junior Assistants to the Agricultural Chemist.
- 1 Assistant to the Economic Botanist.
- 1 Artist's Assistant.
- 1 Assistant to the Agricultural Entomologist.

B.—Farm Staff.

- 1 Superintendent of Farms.
- 2 Overseers.
- 6 Sub-Overseers.

Up to the present only two experimental farms have been started—one at Mandalay and one at Hmawbi.

There is no provision in the Subordinate Scientific Staff for leave and training.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services?*—None.

5. *Whether any addition is required to the present cadre.*—The addition of a Botanist and a Mycologist will ultimately be required. Proposals for an increase in the Subordinate Scientific Staff are now under consideration.

APPENDIX VIII.

(See also paragraph 68205—Dr. Barber's evidence.)

Note by Dr. Barber on the need for expansion in the District Work of the Agricultural Department.

The dominant note in all the discussions of the recent meeting of the Board of Agriculture at Coimbatore was that the most pressing need of the Department was the expansion of the district work may be brought into contact with the great advantage of a specially strong staff of scientific

specialists but, in order that the results of their work may be brought into contact with the great body of the agricultural population, a large increase in the number of district officers will be necessary.

(2) The Department is in a very different posi-

tion from what it occupied eight years ago. At that time, after many years of formless effort, the Agricultural Department was given definite shape; various experts were sanctioned, a large College built, and a whole-time Director appointed. During the period which has elapsed since this reformation, two most important changes have taken place.

(a) The attitude of Government, from one of spasmodic interest or easy tolerance, has become one of definite and earnest encouragement. In support of this statement I would quote a few words from a recent speech by Sir Harold Stuart, the Finance member of the Governor's Council:—"His Excellency the Governor has commissioned me to say that he earnestly desires to see the work of the Department developed. To that message of encouragement I will add that the Government are ready to increase the Budget grants of the department, whenever reasonable cause for that course is shown to us. Already this year we have made special grants to the Department of Rs. 67,000, of which the College has obtained a substantial share. I repeat that we are quite ready, not only to give special grants of a non-recurring nature, but to make a substantial increase to the recurring grants."

(b) Public opinion has undergone a still more marked change. In place of the stock assertion that "we could teach the ryot nothing," the various activities of the Agricultural Department are eagerly watched and the help and advice of the experts frequently sought and eagerly followed. A weeping ryot will now allow the officers of the Department to cut down his best cocoanut trees to prevent the spread of disease.

(3) Perhaps the simplest way in which to analyse the causes of this change of attitude will be to mention some half dozen directions in which work has been done together with the results thus far achieved, although this list is by no means exhaustive.

(a) *Sugarcane*.—As the result of several years' work at the Samalkota farm, the growth of sugarcane in the Madras Presidency, threatened in many places with extinction from disease, has taken on a new lease of life. New and better canes have been introduced capable of resisting the prevailing disease, and these canes are already grown on from 7,000 to 10,000 acres; the area under them is still increasing and they have spread to every part of India.

(b) *Cotton*.—The detailed work on two farms in cotton tracts has resulted in the general improvement of the local staple which has received generous recognition by the trade. During the last three years enough seed of improved local cottons has been sold to sow 60,000 acres in these tracts, while in several villages the ryots have taken this work out of the hands of the Department and are saving their own seed of the farm-improved kinds.

(c) *The drill and harrow* have been introduced, after much difficulty, into a region where they were entirely unknown, and the ryots are now using these implements, much to their advantage, on 7,000 acres.

(d) *Sowing green-manuring crops* in rotation with paddy, resulting in a profit of from Rs. 10 to Rs. 15 per acre, has been introduced in other tracts, and this is now regularly done on some thousands of acres, the Department supplying the seed wherever required.

(e) *Paddy*.—A new method of transplanting paddy has been evolved whereby Rs. 3 per acre is saved, and this improvement is already adopted on 100,000 acres.

(f) As the result of the Mycologist's work, the method designed by Dr. Coleman of fighting "mahali" disease in areca palms has come into extensive use in South Malabar. Last year 13,520 trees were sprayed by the officers of the section, and 1,300 by the villagers, and the latter are now wishful to purchase the machines themselves.

Concurrent with these successes, it may be noted that the publication branch of the Depart-

ment has grown enormously. Besides the ordinary bulletins and farm reports, an Agricultural Calendar was issued in 1908, in English and four vernaculars. This met with an instantaneous success, and the distribution during the last three years has been 49,996, 70,000 and 71,000, respectively. In 1909 a series of leaflets on special subjects was started and these have proved surprisingly popular. Fifty-six subjects have been dealt with, and the distributions have been as follows:—English, 108,930; Tamil, 217,340; Telugu, 148,630; Malayalam, 17,380; Canarese, 16,170, making a grand total of over half a million.

(4) From previous experience we have learnt only too well that the mere distribution of pamphlets has little effect on agricultural practice, and, until the results mentioned above had been obtained, there was practically no demand for the publications of the Department. Frequent requests are now the order of the day, and it is fair to assume that this change from apathy to interest on the part of the people is largely due to the successes obtained.

But the fact should here be emphasised that every one of these achievements has been the result of patient work in individual localities, often at the outset attended by disheartening lack of interest. Each has needed the focussing of the whole local strength of the Department upon a small area, in order to obtain effective control of the operations, a mastery of the local conditions, and the sympathy and friendship of the cultivators. It seems fair to conclude that, with an increased staff, the study of other problems, at present tentatively attacked, will yield equally gratifying results.

(5) During the past eight years the district work in the Madras Agricultural Department has been under the charge of two European Deputy Directors, with a small staff of Indian subordinates. The officer in charge of the Southern Division has to study the crops over 24,335 square miles of cultivated land, while the one in the Northern Division has 29,017 square miles of crops under his control. The total cropped area in Egypt is under 13,000 square miles. Each officer has hundreds of miles to travel from one of his farms to another, and the country between is left largely untouched, excepting for occasional tours of observation. The dissipation of energy in these frequent long journeys is considerable, and it is not too much to say that the successes thus far achieved in district work have been obtained rather in spite of than because of the facilities offered for useful work.

(6) These being the facts of the case, I would suggest that the time has now come to look the matter squarely in the face. The figures and instances given above would seem amply to justify the sums of money spent in the development of the Department, and the question arises whether it would not be an exceedingly profitable investment on the part of Government to place all parts of the Presidency within the reach of agricultural advice and assistance. The infant Department has been on its trial, and has, I contend, emerged from this trial with flying colours.

While adverse to any sudden change or expansion, I would strongly press upon the Members of the Commission my view that our aim should in future definitely be to provide each district with its local agricultural officer, just as, say, in the Forest Department. The conditions in this Presidency are of such extraordinary variety, due primarily to the configuration of the country and racial differences, that it is practically impossible for one or two officers to obtain a grasp of the agricultural needs of each portion. As a first step in the direction of an agricultural officer for each district, I would suggest the early division of the Presidency into, say, nine circles, as follows:—The dry area of the Northern Circars; the deltas of the Godavari and Kistna rivers; two circles in Guntur and Nellore with the Ceded tracts; the two Arcots and Chingleput; Salem, Coimbatore, and the dry portion of Trichi-

APPENDICES VIII. (continued) AND IX.

nopoly; the Delta of the Cauvery; Madura and Tinnevely; Malabar and South Cahara. These form natural divisions.

The revenue at stake appears to me to justify this large increase in the cadre of the Agricultural Department. To continue the comparison with the Forest Department, the land revenue, pure and simple, in the Presidency amounts to 670 lakhs of rupees, and the total produce of the Forests is some 42 lakhs. While not pressing the analogy too closely, it may be noted that the cost of the Agricultural Department in 1911-12 (the latest printed accounts) was 3½ lakhs, while that of the Forest Department was 34 lakhs.

(7) But I would not lose sight of the idea of the district being the ultimate unit of the Agricultural Department for several cogent reasons.

(a) The carefully elaborated local machinery of the district would be at the disposal of the Department, whose officers would be able to count on the assistance and advice of the other services to a much greater degree than at present. The local agricultural officers would be in close touch with the Collector and his assistants, the Tahsildars, and all the Revenue Officials, down to the Revenue Inspectors. In such conditions, the chances of successful experimental farms and demonstration plots, agricultural associations and co-operative societies would be immensely increased, in that there would be, in the district, a nucleus of experts to guide their progress with an intimate knowledge of the resources and needs of the people.

(b) I would also venture to suggest that the Collector of the district would receive material assistance in his work by having what would practically be a local agricultural department. There have been complaints that the Collector, owing to pressure of work, is in less intimate touch with his people than formerly, and I believe that the active and intelligent interest which he would be able to take in agricultural matters would be a very efficient means of checking this tendency.

(8) Lastly, the increase in district work would react beneficially on all branches of the Service. There would inevitably be a large increase in the number of Indian subordinates. This I regard as an extremely desirable result. With a scale of pay similar to, say, that in the Forest Department, we should be able to attract a better class than we have succeeded in getting hitherto. The Department suffers at present in that it is less able to offer a certain career to clever and hard-working assistants than other similar departments, and the way is thus barred for the inclusion of Indians in the higher posts of this section of the Agricultural Department. The safest and surest way in which this inclusion can be effected is by the formation of a strong subordinate and Provincial Service in the country. I regard it as impossible to test the suitability of an Indian candidate until he has had experience in actual district work. The reaction would also be felt by the Central College where there would be no difficulty in recruiting a better class of students than can be done at present.

APPENDIX IX.

(See also paragraph 68205—Dr. Barber's evidence.)

Note by Dr. Barber on the inclusion of Indians in the higher posts of the Agricultural Department, especially in District Work.

1. The opening of the higher posts in the Agricultural Department to Indians is a matter by no means so simple as it appears. I consider it eminently desirable to keep it in view, but there are difficulties, and I think that it is best to look these squarely in the face and to be perfectly open on the subject. To ignore them will endanger the success of the Department and, incidentally, the ultimate chances of the Indians themselves.

It is, in the first place, advisable to separate clearly the district work from research and teaching, as the qualifications required for these three branches are entirely different, and the chances of the employment of Indians also differ widely. At present the problems regarding teaching and research are confined to much simpler issues, but it is in the district work that expansion in the near future must take place, and it is, *pari passu*, all the more necessary that Indians should share in this expansion.

We have, perhaps, in the Madras Agricultural Department, a larger staff of Indians than in any other province in India. They are employed regularly in all branches of the Service, and I believe them equal, if not superior, in many respects to any in India. I contend that we have some criteria for forming general conclusions.

2. It cannot be too strongly insisted on that Agriculture is not a science—rather an art, trade or business, and a very difficult and important one. The Department differs in this from most Services. We have to influence people, not to rule them; we have not the law behind us in cases of difficulty. General business capacity and resourcefulness are of more importance than mere mental ability.

Judging broadly, there is no question that, at the present moment, Europeans are better fitted than Indians for the work, by character and training and, so to speak, the "genius of the nation." But, as will be seen later on, I do not consider that we have been able to attract the best or most suitable class of Indians.

I consider that the Department, in its expanded form, will largely stand or fall by the possibility of including a large number of Indians in the higher posts, and my criticisms and suggestions must be read with the knowledge that there is this opinion behind them.

The qualities required for successful district work appear to me to be chiefly the following: Administrative ability, soundness of judgment and the sense of proportion, energy and initiative, willingness to accept responsibility, power of enforcing respect and obedience, a sense of the dignity of labour and a marked liking for physical exercise and an out-of-door life, and to these may be added a sound general education.

It cannot be denied that the natives of this country are deficient in some of these characteristics. It is a country of service by substitutes. Too much stress should not be laid upon connection with the soil and ownership of land. In Europe this means a good deal, but here, owing to the half-share system, it is an unusual thing and a sign of considerable enlightenment for a land-owner to have any practical knowledge of agriculture. Physical exercise, and particularly manual labour, are unpopular. This I trace to the high value placed upon mental capacity as contrasted with handicraft. A lack of initiative, independence of judgment and willingness to accept responsibility, I regard as due to the general standard and style of education in the country, but more especially to centuries of oral instruction, learning by rote and inculcated reverence for authority. All these latter are especially antagonistic to the spirit of independent enquiry and investigation.

3. The inclusion of Indians in the higher posts of the Agricultural Department therefore appears to me to be a problem of considerable complexity, and deserves to be approached with caution. I do not regard it as impossible of solution, but I would point out that wrong appointments, in the present

APPENDICES IX (continued) AND X.

state of agricultural development, would not only undo the results thus far achieved with great labour, but, if these appointments should happen to be held by Indians, react most unfavourably upon their future chances. There is, I find, a strong feeling among the European officers of the Department on this subject, but I have convinced myself that this feeling is almost entirely due to the fear lest incompetent officers may be forced into the Department for political reasons. I have met with practically no objection to the inclusion of Indians among the Deputy Directors, provided that they are equal to the work.

I claim that this small and struggling Department is an unsuitable ground on which to try experiments of this nature, and that it is at present impossible to ear-mark any percentage of the higher appointments for the natives of the country. Such experiments should be tried in large and stable Departments, where there are a great number of settled appointments available. If the Agricultural Department is selected, the net result will be to emphasise inefficiency, the weaker men will be quickly detected and, for self-preservation, will be placed in such circumscribed conditions that the amount of harm they can do will be minimised.

Selection should be the rule as heretofore, and selection out here. Examinations at home do nothing but test the mental ability of the candidates, and to appoint direct as the result of these examinations is to ignore all the qualifications required for successful district work. Connection with the land, sometimes urged as a justification, is, as shown above, often illusory.

In these conclusions I am supported by the findings of the Committee appointed by the Secretary of State to enquire into the system of State Technical Scholarships in India. I would especially draw the attention of the Commission to the results recorded in mining and textiles, which show that previous practical acquaintance with industries in this country is indispensable for capacity to profit by European technical training. The Committee lay special stress upon the selection of candidates being made by the local authorities out here. Direct selection at home for the higher posts of the Agricultural Service is practically barred by the findings of the Committee on Technical Scholarships.

There are other ways in which such a selection

will prove unsatisfactory. It is, for instance, a distinct hardship to the carefully trained and promising Indians in the Department already, and likely to cause dissatisfaction among the members of the subordinate and Provincial Services. Further, Indians appointed direct from home, unless first carefully selected and trained by the local authorities, are bound to suffer in comparison with the European officers. This will react adversely on the class of European coming out. Is this desirable at the present juncture?

4. Thus far criticism, which is all intended to clear the way for what I consider the only means by which the aspirations of Indians can be satisfied in the Agricultural Department. While keenly interested in the advancement of Indians, I am still more anxious that the Department should be a success. The first move in the future, as I have drawn attention elsewhere, should be a great expansion in the district work; this will necessitate a considerable employment of Indians as Assistant Directors and Managers. But we shall fail, as we have always failed hitherto, in attracting the right class of men, unless we can offer them the same prospects, in initial pay and promotion, as are offered in the comparable sections of the Forest, Public Works, and Education Departments. Candidates for the Agricultural Department are at present penalised in respect of these kindred services and, until this matter is set right, we shall have to content ourselves with the inferior men. I would pray for a revision of the scale of pay and rate of promotion of the manager class in the Agricultural Service; I would also increase the number of Assistant Directors, and I would place these in independent charges, wherever possible, for training. In both cases I would make free use of acting appointments, until permanent ones could be safely granted. I think that these concessions would meet the present need, but I would carefully guard against any premature action, as it will take some time for these improvements to have their effect. Lastly, I would devote considerable attention to the training work in the Central College at Coimbatore. While this College has, I claim, fully justified its existence, the training is not at present sufficient for the higher posts. It is not at all derogatory to Indian Agricultural Colleges to say that, in the matter of personnel, they are far behind those at home.

APPENDIX X.

Memorandum prepared by the Government of Madras relating to the Agricultural Department.

At the time of the last Public Services Commission the Department of Agriculture in this Presidency had no separate existence as at present. The history of agricultural development in this Presidency dates back to 1863, when Sir William Denison, the then Governor of Madras, drew the attention of Government to the need for improvement in the agricultural practices of the country and indicated the action to be taken in the matter.

While attempts were being made to give effect to his suggestions, the establishment of a farm at Saidapet was proposed by the Collector of Madras. The Government accepted the proposal, and in course of time an agricultural expert was appointed in 1868 as Superintendent of the Farm. In 1874 the appointment of two European Assistants who were called Assistant Superintendents of Farms was sanctioned to help the agricultural expert. In 1876 an agricultural school, which in 1878 became a college, was also opened at Saidapet for imparting agricultural instruction and was placed under the Superintendent of Farms, who was, in his capacity as Principal of the institution, under the control of the Director of Public Instruction.

Up to 1881 there was no Agricultural Department proper; the work of the Department was carried

out by the Board of Revenue with the assistance and advice of the Superintendent of the Government Farm and his assistants at Saidapet. In their Circular No. 6—340—50 G., dated 8th December, 1881, the Government of India directed with reference to the recommendations of the Famine Commission of 1880 that a separate department of Agriculture should be constituted in each Province. The Agricultural Department was thus organised in 1882. As the duties proposed by the Government of India to be entrusted to the new Department were being already performed to some extent by the Board of Revenue in Madras, the Board reported that no new agency was required to carry out the duties of the Department and was of opinion that the new Department should not be a separate one but should be worked by itself. Though the Government generally concurred in the views of the Board of Revenue they considered that a separate Director should be in charge of the Department and accordingly the appointment of Director of Revenue Settlement which had been abolished in 1879 was revived under the title of Director of Revenue Settlement and Agriculture. The Director was assisted by the Superintendent of Farms who became also Agricultural Reporter to Government.

APPENDIX X (continued).

The Director in submitting detailed proposals for the working of the Department suggested that the new Department should be merged in the Board of Revenue. But the Government negatived this proposal. The outcome of the discussions that then took place was, however, that the Director became also a member of the Board of Revenue. This arrangement continued till 1885. On the reorganisation of the Board in 1887 the Agricultural Department was constituted a branch of the Board of Revenue and placed under one of its members and the Department was styled "the Department of Land Records and Agriculture."

As already mentioned, when the Department was organised in 1852, there was an Agricultural Expert who was both Superintendent of Farms and Principal of the Agricultural College controlled in his latter capacity by the Director of Public Instruction. This dual control was considered unsatisfactory as it led to an entire severance of the farm at Saidapet from the Agricultural College, separate officers being appointed in April, 1884, for—

- (1) The Principalship of the College; and
- (2) The duties of Agricultural Reporter and Superintendent of Government Farms.

In 1885, it was decided to abandon the Agricultural farm at Saidapet. The closure of the farm resulted in the abolition of the post of Agricultural Reporter and the officer in charge of the work was appointed Assistant Director of Agriculture. Thus at the time of the last Public Services' Commission (1886-87) the strength of the Agricultural Department was as follows:—

- (1) Director of Agriculture (one of the Commissioners of the Board).
- (2) An Assistant Director.
- (3) A staff of seven Agricultural Inspectors.

In 1888 an addition was made to the staff by the appointment of an Indian to be a Sub-Assistant Director of Agriculture. In 1891, the Government of India sanctioned provisionally for a period of five years, the appointment of an Assistant Director of Land Records, to be in immediate charge of the Land Records Branch of the Agricultural Department. Subsequently, however, both the Assistant Directors were styled Deputy Directors of the Department of Land Records and Agriculture, the words "Land Records Branch," "Agricultural Branch," being added to the designation of the officers respectively in charge of each branch.

In 1894, the post of Deputy Director (Land Records branch) became vacant and the remaining Deputy Director was appointed to be in charge of both the branches of the Department.

The constitution and duties of the Provincial Department of Agriculture came under the review of the Government of India in 1897 in connection with the Agricultural Conferences of 1893 and 1895-96. The Government of India insisted on the employment of a strong and efficient staff of experts in all Provinces. The Board of Revenue was then called upon to report on the strength of the staff required for the Agricultural Branch of the Department of Land Records and Agriculture. It stated that, in addition to the staff of one Deputy Director and one Sub-Assistant Director, another European expert as Assistant Director and a second Indian Sub-Assistant Director should be appointed. The Government agreed with the Board as to the need for a second European expert, but negatived the proposal to appoint a second Sub-Assistant Director. The Government of India were addressed accordingly.

Meanwhile the post of Government Botanist, which had been combined with that of the Director of Cinchona Plantations, was made separate, and a European officer was appointed to that post in 1899. This officer was placed under the immediate control and orders of the Board of Revenue, and was engaged primarily for a period of five years. In 1901 the Board of Revenue submitted proposals—(1) for strengthening the scientific staff of the department by the addition of an Agricultural Chemist; (2) for making the teaching at the College of Agriculture at Saidapet more efficient; and (3) for making the appointment of

Government Botanist permanent. These proposals were accepted by the Government and submitted to the Government of India for sanction. The Secretary of State to whom the Government of India referred the proposals, sanctioned the permanent retention of the Botanist, but held in abeyance the proposals to appoint a second European Agricultural expert and an Agricultural Chemist.

Meanwhile, in 1902-1903, Mr. Mollison (the then Inspector-General of Agriculture) visited the Saidapet College, which was then under the Educational Department, and submitted a report which showed that that college was in every way unsuitable as an institution for agricultural training. He recommended that a new institution, under the control of the Agricultural Department, should be established. He also advised the Government as to the necessity for employing the following staff of European experts:—

- (1) A Deputy-Director of Agriculture.
- (2) A Government Botanist.
- (3) An Agricultural Chemist.
- (4) A Principal of the College.

He proposed that the Deputy-Director of Agriculture should be assisted by a staff of Native assistants. While the Inspector-General's report was under consideration, the Government of India, with a view to accelerating the improvement of Indian agriculture, announced their intention to make large allotments to various Local Governments to be devoted to the purpose. The Government of India also took up the question of the expansion of the Imperial as well as the Provincial staff of agricultural experts, and addressed the Secretary of State in their Despatch No. 356, dated 26th October, 1905. The Secretary of State sanctioned the Government of India's proposals in his Despatch No. 17 of 26th January, 1906. These proposals contained, among other items, a provision for the appointment of a separate head for the reorganised department with the designation "Director of Agriculture."

In connection with the reorganisation of the Agricultural Department, the Government decided to abolish the Saidapet College and to establish an Agricultural College and Research Institute at Coimbatore. Several scientific and agricultural experts have been recruited and the Department is now placed on an improved footing. The reorganised Department is under the control of the Director of Agriculture who is subordinate to the Board of Revenue in the Settlement Department. Thus the Department took its present form in 1905.*

Recruitment, training and probation.—The early recruits were Europeans; but the Secretary of State in according his sanction to the proposals of the Government of India for reorganising the Agricultural Department expressed the opinion that the Agricultural Department should eventually be, as far as possible, manned by the natives of the country. The Indian Agricultural Service is recruited by the Secretary of State in England. Indians possessing the necessary qualifications may be selected by the Secretary of State. Candidates must, as a rule, be not less than 23, nor more than 30 years of age, and preference is given to British born subjects and to distinguished graduates of Universities in the British Empire. Officers selected are on probation for three years.

Every officer of the Indian Agricultural Service is required to pass an examination in a selected vernacular language within two years of the date of his arrival in India, or of his first appointment to the Service whichever is later; but this period may be extended for special reasons by the Local Government. Failure to pass within the prescribed period entails loss of appointment or stoppage of increments of pay. The compulsory vernacular is fixed by the Local Government and the examination is conducted by such officers as the Local Government may appoint for the purpose.

* Letter to Government of India No. 375, dated 2nd May, 1905. Letter from Government of India No. 1,265, dated 25th July, 1905. Letter to Government of India No. 885, dated 15th September, 1905.

APPENDIX X (continued).

Organisation.—The officers of the Indian Agricultural Service correspond to Imperial officers of other Departments. The officers serving in this Presidency are under the control of the Local Government and are paid from Provincial revenues; but they are liable to transfer from one Province to another. It was decided in 1906 that the post of Director of Agriculture should be ultimately filled by officers of the Agricultural Department, but that it should at first, for a period of five years, be held by an officer of the Indian Civil Service of the grade of a collector. When this period expired in 1911, the question of the continuance of a civilian at the head of the Department was considered and it has been decided to retain the civilian officer. The Secretary of State has, however, remarked that as temporary vacancies occur the officers of the Department should be given a chance to prove their fitness for the post.†

Officers serving under special agreement for five years may be offered by Local Governments permanent appointments at the end of the third year of their service and those serving under an agreement for three years on the expiration of that term provided their service has been satisfactory. Confirmation does not require the sanction of the Government of India. The Local Government should, however, report its action to the Government of India. Cases, in which a Local Government proposes to dispense with the services of an officer at the end of the probationary period, should be reported for the previous orders of the Government of India.

Numbers.—In 1886 there was only one Deputy Director of Agriculture. This was the strength of the Department until it was reorganised in 1905-06. The reorganised Department consists of the following officers:—

- (1) Director of Agriculture (for the present a Civilian).
- (2) Two Deputy Directors of Agriculture (a third Deputy Director has recently been sanctioned by the Secretary of State).
- (3) An Expert Agriculturist as Principal of the College.
- (4) One Government Economic Botanist.
- (5) One Lecturing Botanist.
- (6) One Government Agricultural Chemist.
- (7) One Government Mycologist.
- (8) One Government Entomologist (sanctioned for five years).
- (9) One Government Sugar-cane Expert (sanctioned for five years).

An additional appointment of "Scientific officer for the purpose of assisting the planting industries" has been sanctioned by the Secretary of State for five years from April, 1909. This officer works under the immediate control of the United Planters' Association of Southern India.‡

Pay.—At first there was no regular scale of pay fixed for the agricultural experts in the Presidency. The scale of pay in 1886 of the only officer in charge of the department was Rs. 750—50—1,000. But in 1905 a general scale of pay was adopted and it is as follows:—

- (a) during the probationary period of three years, Rs. 400—30—460 per mensem (with no exchange compensation allowance);
- (b) from the commencement of the fourth year, Rs. 500—50—1,000 (with no exchange compensation allowance).

The Principal of the College is also the Superintendent of the Central Farm and he gets a local

† Government of India Letter No. 13-211-1, dated 26th August, 1910, and letter of Government of India No. 3,924, dated 10th December, 1910.

‡ Letter from Government of India No. 1-14-4, dated 25th January, 1907. Letter to the Government of India No. 2,084, dated 12th July, 1912. Government of India Letter No. 1-186-6, dated 2nd January, 1913. Government Order No. 1,692, dated 4th June, 1913. Letter to the Government of India No. 3,763-A/10-1, dated 25th November, 1910. Letter from the Government of India No. 659-185-2, dated 19th June, 1911. Letter to the Government of India No. 4,110-A/08-1, dated 9th April, 1909. Letter from the Government of India No. 1,016-127-8, dated 27th September, 1909.

allowance of Rs. 100 per mensem. The pay of the officers of the Indian Agricultural Service is personal.

The officers of the Indian Agricultural Service are admitted to the scale of pay (Rs. 500—50—1,000) mentioned above from the date of their services becoming permanent and will as a rule be protected from loss by Article 157-A of the Civil Service Regulations; but where this is not the case, the officer concerned is allowed the option of remaining on the scale of pay fixed by his agreement until the termination of the period specified in it.

Supernumerary officers when appointed to fill substantive posts in the Service or to officiate in leave vacancies are not entitled to draw more than the supernumerary rates of pay (Rs. 400—30—460 per mensem) even though they may have increased responsibilities. If, however, a supernumerary is to discharge his work as such as well as carry out the work of an absentee and thus carry on double work he should then be given a charge allowance under Article 161, Civil Service Regulations, the amount admissible being decided by the Audit officer. Supernumerary officers should not be denied the privileges (including the right to rent-free quarters while in training at Pusa) which that status may confer when they hold substantive posts or act for officers on leave, if their pay is subject to the restrictions of the supernumerary status.

PROVINCIAL SERVICE.

There is no main line of division between the Provincial and subordinate Services of the Department. In the early days there were Agricultural Inspectors appointed to assist the Deputy Director of Agriculture. Later on in 1888, as a result of the consideration of the proposals of the Board of Revenue for the reorganisation of the Department, a Sub-Assistant Director of Agriculture was appointed. The Board recommended in 1898 the grading of this post with that of Deputy Collectors but the proposal was negated by Government. This post existed till 1903 when on the death of the incumbent it was abolished. Thereupon under the scheme for the reorganisation of the Department inaugurated in 1905, two Assistant Directors of Agriculture were appointed. Generally speaking the Provincial Service may be said to consist at the present day of these appointments as well as those of the teaching assistants at the College of Agriculture who are in the first grade on Rs. 150—20—250, though it is not strictly correct to include the latter in the Provincial Service as they are non-gazetted officers.*

Recruitment and training.—The Assistant Directorships are gazetted posts, whereas the posts of Assistants at the College are not. These posts are intended for men of superior educational qualifications. The Assistant Directors should possess a good scientific training so that they may be eligible to act for, or in course of time rise to the post of, Deputy Directors of Agriculture. Diplomates of the College of Agriculture are eligible for the posts of Assistant Directors and of teaching Assistants. One of the Assistant Directors underwent a three years' course of instruction at the Madras College of Agriculture and has secured the degree of Bachelor of Science of the Edinburgh University. He was recruited direct. The other has passed the B.S. examination of the Californian University and has obtained the diploma of that University. This officer was for some months prior to his appointment employed as Assistant Manager at the central farm.

Organisation.—The members of the Provincial Agricultural Service are not barred from appointment to the Indian Agricultural Service if selected by the Secretary of State, but there is no regular promotion from Provincial to the Indian Agricultural Service. The Provincial officers are all appointed by the local Government. Provincial

* Letter to the Government of India No. 1,411, dated 21st May, 1909. Letter from the Government of India No. 760-173-2, dated 16th July, 1909.

APPENDICES X (continued) AND XI.

officers may be appointed to act in short vacancies in the Indian Agricultural Service.*

Assistant Directors of Agriculture are required to pass the compulsory vernacular test prescribed for Deputy Collectors in two languages prior to confirmation and pending their passing in these examinations they will be on probation. The test in two languages must be completed at or before the fifth half-yearly examination after the officers' appointment, and an officer failing to pass within the prescribed period will be liable to forfeit his appointment.

Numbers and pay.—In 1888 there was one appointment designated Sub-Assistant Director of Agriculture carrying a pay of Rs. 200—10—250. The number of Assistant Directors of Agriculture is at present two, but is ultimately to be four. The pay of the post is Rs. 200—25—400. The teaching assistants who draw Rs. 150—20—250 are five in number, three under the Principal, one under the Botanist and one under the Agricultural Chemist.

II.

[Additional Statement called for in paragraph 1 of the Joint Secretary's letter dated 1st August, 1913.]

INDIAN AGRICULTURAL SERVICE.

(i) *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—(a) An addition of one Agricultural Expert as reserve to the present cadre of Agriculturists in the Presidency seems desirable. It is considered better to have one officer as a special reserve in the Presidency than to indent on a general reserve for India.

As regards selection the suggestion of Dr. Barber in regard to the constitution of a permanent Board of Selection in England (paragraph 1 of his Statement) and the suggestions in paragraphs 4 and 5 of the Memorandum† of the officers of the Indian Agricultural Service in this Presidency, deserve consideration.

(i) (b) The present arrangements for training are unsatisfactory, inasmuch as many of the recruits are posted to executive work immediately after arrival in India. If the addition referred to above be made it will allow of suitable training being given. It is considered essential that an Agriculturist destined for this Presidency should be trained here, where the conditions are different from those prevailing elsewhere. The specialists should at present be trained at Pusa.

(i) (c) No alteration in the period of probation seems called for.

(ii) *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—The rates of pay are as follows :—

* Letter from the Government of India No. 10-181-1, dated 10th July, 1912. Letter to the Government of India No. 2,697, dated 6th September, 1912. Government of India letter No. 2-188-12, dated 9th January, 1913.

† 1. Specialists.

4. It is our opinion that specialists should not be recruited directly from College. The work in India on the sciences connected with agriculture is still in its initial stages, and the men who come out as specialists must possess initiative and knowledge which can only be obtained from actual practical experience after completion of their college course. If they are sent out direct from college for training under specialists already in India,

1890.

One Assistant Commissioner of Agriculture, Rupees 750—50—1,000.

1900.

One Deputy Director, Rs. 750—50—1,000 with exchange compensation allowance.

One Government Botanist, Rs. 700.

Local allowance, Rs. 200.

House-rent allowance, Rs. 125.

1913.

Rs. 400—30—460 plus free quarters (for probationers).

Rs. 500—50—1,000 (from the fourth year onwards).

The Principal gets an allowance of Rs. 100 per mensem.

(No exchange compensation allowance.)

(iii) *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—There are no grades in the Department. Besides the Director of Agriculture there are eight officers in the Department. The third Deputy Director of Agriculture is intended to be utilised also as a leave reserve. The training of officers is arranged for by the Government of India.

(iv) *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the Service.*—No appointments are so held.

(v) *Whether any addition is required to the present cadre.*—It is very probable that in the near future further additions to the staff of agriculturists will be required.

PROVINCIAL AGRICULTURAL SERVICE.

(i) *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The present regulations as to recruitment, training and probation seem satisfactory. It seems premature to suggest any change.

(ii) *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—It is too early to offer an opinion as to the adequacy of the rates of pay and allowances.

(iii) *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—There are two Assistant Directors of Agriculture and a Lecturing Botanist. No provision exists for leave and training in the cadre.

(iv) *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the Service.*—No appointments are held.

(v) *Whether any addition is required to the present cadre.*—It has not yet been found possible to recruit suitable men for all the four sanctioned posts of Assistant Directors. It is too soon therefore to say to what extent that number will have to be increased.

there is danger that they will merely follow in the same lines already laid down by the men under whom they may be trained in India, and that their inquiries will consequently not be developed as widely or broadly as they ought to be. These men require much more specialised training and knowledge than men in the other services of India—e.g., Police.

2. Agriculturists.

5. There is no objection to these men on recruitment being younger than those selected to fill appointments as specialists, but it is essential that they should have post-graduate experience—as, for instance, one year's practical work on a general mixed farm, or practical work as closely connected with land and farming as possible.

APPENDIX XI.

(Referred to in paragraph 68375—Mr. Butler's evidence.)

Note by Mr. E. J. Butler on the position of Pusa in the Agricultural Department.

When the establishment of a Central Agricultural Station for India at Pusa was first proposed, there was little provision for technical agricultural education in India. Bombay alone had an Agricultural College, with a three years' course. There

were Agricultural schools at Cawnpore and Nagpur with a course of two years. In Madras and Bengal agricultural instruction was given at Saidapet and Sibpur, but these colleges were very inefficient and were shortly after condemned. It was natural,

APPENDIX XI. (continued).

therefore, that education should bulk large in the original Pusa scheme; there was to be a two years' course of elementary instruction in agriculture, followed by a third year to train men for employment in the Department as farm overseers and the like, and, finally, selected students were to continue for a fourth and fifth year to qualify for higher subordinate posts, scientific assistantships in the Department and private employment as managers of estates.

Concurrent with education it was always understood that Pusa was to serve as a centre for scientific research. This was, indeed, the avowed purpose of the munificent donation of £30,000 placed at the disposal of the Government of India by Mr. Henry Phipps, in 1903, which served as the nucleus of the funds out of which the Institute was constructed.

Whether the primary function was to be education or research does not appear to have been definitely decided by Government up to, at any rate, 1905. In that year the head of the Department gave expression to a view which was becoming widely held by Directors of Agriculture in the Provinces and by the expert staff of the Department, namely, that research was the main object to be held in view at Pusa; impressed by the danger of development into a teaching institution only and the swamping effects on the energies of the staff of a large influx of students, he proposed the abandonment of the lower courses and the provision of well-equipped Agricultural Colleges in the Provinces, leading up to a post-graduate course at Pusa. As a consequence, elementary agricultural education was never undertaken at Pusa; had it been, it is certain that it would have failed to meet the very diverse requirements of the rest of India and proposals for the foundation of the Provincial Colleges would not have been long delayed.

The attention which was directed to the teaching function of Pusa in the early days of the scheme left an impression on the minds of Government and of the general public which was not soon effaced. Thus Lord Curzon, in his speech at the ceremony of laying the foundation stone on the 1st April, 1905, looked forward to the prospect in 50 years' time of finding Pusa the centre of a great organisation, with ramifications extending to all parts of the Indian continent, training a series of native students to devote their acquired knowledge to the practical pursuit of agriculture. In 1910, Mr. (now Sir) R. N. Mukerji, President of the All-India Industrial Conference, referred to Pusa as a technical college, making no mention of its research function, and expressed the gravest misgivings as to the amount of direct good, in proportion to the money expended, to be derived from the training of the sons of the middle classes, with either no land or no capital, for a career as practical cultivators as opposed to their traditional occupation as clerks and the like.

Nothing could be more striking than the contrast between these views and the opinions held and repeatedly expressed by the Agricultural Department itself, throughout India, as to the proper functions of the Pusa Institute. The Department maintains that the primary objects of Pusa are to conduct research into the fundamental principles of Indian agriculture, and to serve as a centre for such investigations in the agricultural sciences, chemistry, botany, entomology, mycology and bacteriology, as cannot, either from their magnitude or the extent of their application to India as a whole, well be undertaken by Provincial Departments.

The Board of Agriculture in 1906 stated that the research work at Pusa should be distinctly imperial in character, involving the application of the principles of each science to broad general problems of Indian agriculture, and that investigations of local importance only, should not, as a rule, be undertaken. In 1908 the Board considered the teaching functions of Pusa, and recommended that the class of instruction provided should be a post-graduate course for students who have already obtained a degree at a Provincial Agricultural

College and, exceptionally, to other science students likely to derive real advantage from the course; the courses should be specially framed for (a) students who will afterwards discharge the duties of Assistants to Provincial Experts in Agriculture, Agricultural Chemistry and, in particular, in Economic Botany, Mycology and Entomology; and (b) students sent for special purposes. Again, in 1909 the Board expressed the opinion that the aim of the higher teaching at Pusa should be to produce a class of men who would be able to carry out original investigations themselves and also be qualified for teaching or specialised work in the Provinces. At the same time the Board recognised that it is impossible to separate the research work and the training to be given at Pusa; the two are intimately connected, and the training that the staff can undertake depends on the class of work being done in the laboratories and experimental fields at Pusa.

Hence, research and the encouragement of research are considered by the Department to be the chief functions of Pusa. The provision of practical agricultural education has been relegated to the Provincial Departments, and there is no doubt as to the wisdom of this course. The organisation is developing, though of course very modestly, on the lines of the United States Department of Agriculture at Washington. Just as in the United States it has been found advisable at times for the Washington Department to undertake, or to co-operate in, demonstration work or large campaigns (as in work against the cotton boll weevil) in individual States, so in India, Pusa has co-operated in the work of individual Provinces, in such matters as the suppression of cotton boll worm in the Punjab and palm disease in Madras.

As to the need in India of research work of the type which Pusa is designed to supply, it is impossible to be too emphatic. The general level of crop production in India is low, and the quality of the produce often inferior. Crop improvement, both in quality and yield, in such staple crops as wheat, tobacco, oil seeds, fibres, pulses, is one of the primary requirements in the development of the agricultural industry, and may be most readily obtained by the application of modern methods of plant breeding, an exceedingly laborious and time-absorbing pursuit. An understanding of the chemistry and physics of tropical soils in their relation to availability of the plant food contained in them, to the water requirements of crops, to the deleterious alkali salts sometimes present in them, and such matters, is greatly needed. Then there is the very large subject of the bacteriological activity in tropical soils, to which we look to solve many of the problems concerned with the proper use of manures and irrigation water, and to explain some at least of the apparent paradoxes in the growth of such crops as rice. A subject which requires very considerable facilities in regard to staff, time and equipment, is the investigation of the various insect pests and fungus diseases which do enormous damage to the agricultural produce of the country. To co-ordinate all this work with agricultural practice, to conduct permanent experiments on the effect of different methods of cropping on the land, to test and improve agricultural implements, and to experiment with a view to the improvement of agricultural stock, are essential features of a well-equipped agricultural research station. These are some of the lines on which the work at Pusa is developing and which are necessary foundations for any considered scheme for the permanent raising of Indian agriculture to a level with that of other countries. It may be said with some show of truth that it would be impossible, in the present state of our knowledge, to write an elementary text book of Indian agriculture, similar to those of which there is a plentiful supply in Europe, which would not soon be shown to contain glaring misstatements of fact in regard to crop physiology and similar fundamental matters as applied to India. The demand which is coming from the Provincial Colleges for further information before the teach-

APPENDICES XI. (continued) AND XII.

ing of even elementary agriculture can be satisfactorily carried out, is thus easily comprehensible.

Research of the nature referred to, as being the most pressing need of the Department, should be as free and unfettered as possible. Any considerable deflection of the energies of the research staff to teaching would most seriously hamper its efficiency. This argument does not apply with the same force to the training of research students, and there are compensating advantages in having such students. The syllabus of studies in the prospectus of the Pusa College makes provision for research training in the scientific sections of the Institute and I attach a statement* of the students who have undergone higher or special training at Pusa. On the whole the material has been unsatis-

* Not printed.

factory in so far as it is intended to turn out men capable of independent research. For scientific assistants, working under the guidance of officers of the Department, the results have been better and a number of useful assistants have been trained. Whether there is any real demand for research training in science as applied to agriculture, outside of the limited prospect which it opens for government employment, is doubtful; there is, indeed, no evidence whatever of such a demand at present. It would seem as if we must be content to confine our energies largely to training men for employment in the various Agricultural Departments, until such time as the prospect of private employment improves or there is an influx of students willing to pursue knowledge for its own sake.

APPENDIX XII.

Memorandum prepared by the Government of Bombay relating to the Agricultural Department.

1. *The present regulations as to recruitment, training and probation, and whether these are satisfactory.*

—(a) *Director of Agriculture.*—Members of the Covenanted Civil Service should be selected for this post as long as there are no Agricultural Officers in the Province qualified for the appointment, but the latter officers should be given full opportunity as time goes on of proving their fitness for the post, and they should be tried when temporary vacancies occur. For this purpose members of the Indian Civil Service should be selected to go through an agricultural course in England, and in their case the following concessions should be granted:—

(1) The rule which restricts furlough to officers who have served at least eight years in India be so far relaxed as to allow Local Governments to select for the contemplated training any officer of not less than five years' active service who is willing to avail himself of the furlough.

(2) Each Local Government should be authorised to select an officer with reference to the prospective demands of the Department; the selected officer should be on furlough in England on furlough allowances and should go through a complete course of study in agriculture in England; the officer who succeeds in obtaining a diploma or equivalent certificate should be reimbursed his college fees and should count one year of his furlough as service for pension.

(b) *Agricultural Officers (Imperial Agricultural Service).*—The regulations are given as Appendix XVI.

(c) As at present advised, Government consider that the regulations as to recruitment, training and probation for the Agricultural Department are satisfactory.

2. *Rates of pay and allowances in force in 1890, 1900 and on 1st April, 1913, and whether these rates are satisfactory.*—(a) They are as follows:—

1890.		1900.		1913.	
(1)	Pay. (2)	(3)	Pay. (4)	(5)	Pay. (6)
<i>(a) Officers of the Indian Agricultural Service.</i>					
Director of Land Records and Agriculture	Rs. 900	Survey Commissioner and Director of Land Records and Agriculture	Rs. 2,325	Director of Agriculture and of Co-operative Societies	Rs. 1,800
Personal allowance	300			Local allowance ...	150
Superintendent of Experimental Farms	500—50—700	Deputy Director of Agriculture	700—30—1,000	<i>Indian Agricultural Service.</i>	
				Principal, Agricultural College	1,250—50—1,500
				Professor of Agriculture	
				Economic Botanist ...	
				Deputy Director of Agriculture, Bombay Presidency	500—50—1,000
				Deputy Director of Agriculture, Sind	
				*Supernumerary Agriculturist	400—30—460
				Agricultural Engineer	500—50—1,000
					550—50—750
<i>(b) Officers belonging to the Provincial Service.</i>					
Personal Assistant of the grade of Deputy Collector	500	Personal Assistant of the grade of Deputy Collector	400	Extra Deputy Director of Agriculture, Konkan	350—50—2—550
				Personal Assistant of the grade of Deputy Collector	400
				Divisional Inspectors of Agriculture	
				Assistant Professors...	200—30—2—350 each.

* An appointment of Third Deputy Director of Agriculture has since been sanctioned for this Presidency, and Mr. T. Gilbert, who was Supernumerary Agriculturist, has been appointed to it.

APPENDICES XII. (continued) AND XIII.

(b) Government reserve their opinion on the question whether the present rates of pay and allowances are satisfactory.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*

Director of Agriculture—	No.
Grade of Junior Collector, Rs. 1,800 ...	1
<i>Indian Agricultural Service—</i>	
Rs. 1,250—50—1,500 ...	1
Rs. 500—50—1,600 ...	4
Rs. 400, 430, 460, 500—50—1,000 ...	1
Rs. 550—50—750 ...	1
<i>Provincial Service—</i>	
Rs. 350—50-2—550 ...	2
Rs. 400* ...	1
Rs. 200—30-2—350 ...	10

* The sanctioned grades of Deputy Collector are Rs. 300, 400, 500, 600, 700 and 800.

There are two supernumerary appointments in the Indian Agricultural Service. With this exception no provision exists in either cadre for leave and training. Leave vacancies are filled by appointment of officers from the Provincial or Subordinate Services.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.—*There are no such appointments.

5. *Whether any addition is required to the present cadre.—*Government consider that the addition of a second Economic Botanist is needed in this Presidency.

APPENDIX XIII.

Memorandum prepared by the Administration of the Central Provinces and Berar relating to the Agricultural Department.

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.—(a) Imperial Service.—*The regulations for the recruitment, training and probation of the Imperial Service, which apply to all the Provinces of India alike, are contained in the rules circulated with the Government of India's Circular No. 9—37-2, dated the 15th February, 1913. It is presumed that the Royal Commission are in possession of this Circular.

(b) *Provincial Service.—*Recruitment to the Provincial Service may be either direct, or by promotion from the Subordinate Service. For direct appointments to the Executive posts and for the Assistant Lecturership in Agriculture, the Licentiate in Agriculture (L. Ag.) Diploma in the first class is the essential qualification. For the other College appointments recruitment is made from Graduates in Science specially qualified in the subject with which they will have to deal. The probation is for a period of two years.

(c) *Remarks.—*The present system of recruitment for the Imperial Service, viz., selection by the Secretary of State, is, in the Chief Commissioner's opinion, sound.

As regards training, it may be noted that the members of the Agricultural Service are divided into—

(a) Experts dealing with scientific research, such as Agricultural Chemists, Botanists, Entomologists, Geologists, etc.

(b) Executive experts dealing with the general improvement of agriculture.

The training of the first class of experts can probably be secured best by a short course of probation at Pusa under the supervision of the specialists in their branch, though this should be followed by a short course in general agriculture in the Province to which they are to be attached, so as to enable them to realise the problems with which they will have to deal. In regard to the executive experts of the second class, it is essential to secure men thoroughly acquainted with the local conditions of the Province, for the methods of agriculture and the climate of one province differ so much from those of another that any training outside the one in which they are to serve is likely to be of little use. A probationer selected for the executive branch of a given province could therefore be best trained by attaching him to a circle in that Province and placing him under the supervision of one of the experts employed in executive work in it.

As pointed out in regard to the Imperial Service, the officers of the Provincial Service may be divided into the same two classes.

For the research branch an officer should receive

the highest technical training that the Province can give in the branch of work selected, to be followed by a further course at Pusa, after which he would undergo a further probation in the Province before confirmation.

In the case of the members of the executive branch, the essentials before confirmation are a thorough scientific training in agriculture followed by a practical training in the field.

The scientific training can be secured by selecting candidates from those who have obtained the diploma of Licentiate in Agriculture. Such candidates would then be appointed on probation to the Provincial Service, but the period of two years at present allowed is not sufficient to secure their thorough training in the field, and it should be extended to three years. As the practical training in the field is quite as important as the scientific training, the confirmation at the end of this period should only be made if they have shown themselves thoroughly suitable.

The selection of members of the Subordinate Service for the Provincial Service might also be allowed in exceptional cases in respect of members already in employment, as such promotion has been recognised in the past, but such promotion as a rule is undesirable, as though these officers have no doubt great practical experience their scientific training will not be sufficient to justify their selection to the Provincial Service.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.—*

(a) *Imperial Service.—*The rates of pay and allowances at the present time for the Imperial branch of the Agricultural Service are given in paragraphs 9—14 of the Circular referred to above.

(b) *Provincial Service.—*The pay of the Provincial Branch during probation is Rs. 100 per mensem, rising to Rs. 150 after one year upon good report, and to Rs. 200 on confirmation. After confirmation the pay is Rs. 200—10—250, and then Rs. 250 rising to Rs. 400 by biennial increments of Rs. 20, the maximum pay being reached in 17 years. There are also six field allowances of Rs. 50 per mensem each for Superintendents of Agriculture.

This Department was not in existence in 1890 or 1900.

(c) *Remarks.—*As regards the Imperial Service, the Chief Commissioner thinks that the present maximum of Rs. 1,000 per mensem, reached after 10 years' service, is not an adequate remuneration for the highly scientific and arduous work performed by the officers of the Department. He believes that it will no longer suffice to secure or retain competent and trained men for appointments

APPENDICES XIII. (continued) AND XIV.

in which experience and continuity of service are of paramount importance. It must be remembered that the demand for trained agriculturists exceeds the supply, and after a successful career of some years in India, the members of the Service are able to secure posts on equal pay in England, or higher pay in other countries. He suggests, therefore, that there should be an ordinary time-scale rising to Rs. 1,250 with a second scale rising to a maximum of Rs. 1,500, promotion to which would only be granted in cases of high efficiency. The adoption of such a scale, together with a prospect of attainment to the Directorship, would give much needed encouragement to recruitment, and go some way to remove the existing dissatisfaction among the officers of the Department.

In the case of the Provincial Service, the rates of pay and allowances were determined in 1911, and the Service is still in its infancy. But the Chief Commissioner considers that if the Provincial Agricultural Service is to attract the proper stamp of men, a scale of pay and advancement more nearly approximating to that of the Provincial Civil Service is necessary. With the extension of the period of probation to three years as proposed above, the present scale of pay would only secure Rs. 400 per mensem after 18 years' service, and the Chief Commissioner recommends the following scale:—

	Rs.
First year	100
Second „	150
Third „	200

On confirmation, Rs. 200 rising by biennial increments of Rs. 40 to Rs. 400 with a further scale of Rs. 500—25—800, appointment to which would be made by selection.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*

—(a) *Imperial Service.*—There are, excluding the Directorship, which is at present held by a Civilian, six appointments, viz., two Deputy Directors of Agriculture in charge of Circles, one Agricultural Chemist, one Economic Botanist, one Principal of the Agricultural College and one Assistant Director of Agriculture. The Secretary of State has sanctioned another post of Deputy Director of Agriculture or Assistant Director of Agriculture as the case may be.

There is no reserve for leave or training in the cadre.

(b) *Provincial Service.*—The sanctioned cadre contains 12 appointments. The actual staff at present consists of 4 Extra-Assistant Directors of Agriculture, who are employed as Superintendents of Agriculture on executive and field work. The allotment of definite functions to the 12 posts has been left to the Chief Commissioner, and will be considered in relation to the necessities of the Province, as the work of the Department develops, and as competent men become available.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the Service.*—(a) *Imperial Service.*—One appointment is held outside the cadre, viz., the Directorship of Agriculture, and the present incumbent is an officer of the Central Provinces Commission.

(b) *Provincial Service.*—There is no such appointment.

5. *Whether any addition is required to the present cadre.*—(a) *Imperial Service.*—In addition to the post recently sanctioned by the Secretary of State but not yet filled, two more appointments are required to complete the proposed organisation of the Department, so as to have three circles corresponding to the three main crop divisions of the Provinces, each in the charge of a Deputy Director of Agriculture, with an Assistant Director of Agriculture. Later on the appointment of an Agricultural Bacteriologist may also be found necessary. The cadre will then be:—

Three Deputy Directors.
Three Assistant Directors.
One Principal, Agricultural College.
One Agricultural Chemist.
One Economic Botanist.

This will secure a leave reserve, for an Assistant Director could be withdrawn to act as a Deputy Director proceeding on leave without much loss of efficiency at present, but with the rapid expansion of the work of the Department, and the development of new lines of demonstration it is impossible to say for how long this staff will suffice, and it may be necessary before many years have passed to ask for a further increase.

(b) *Provincial Service.*—No addition to the sanctioned cadre of 12 posts is required for the present, but it will probably be found necessary in future to work up to the staff of 17 posts proposed in 1911, and probably, as the work of the Department increases, to add further posts.

APPENDIX XIV.

Statement of the Civil Appointments on Rs. 200 a Month and over held by Europeans, Anglo-Indians, and Indians on the 1st April, 1913, in the Agricultural Department (Appointments under the Government of India).

Pay	Number of Employés in each Grade or Class.															
	Total	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Muhammadians.	Indian Christians.	Buddhists.
				Brahmins (including Shenvis).	Kshatriyas.	Kaiyasthas (including Prabhus).	Baniyas and Vaisyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs and Parsis (cols. 11 to 13).			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																
200—300	6	—	2	3	—	—	—	—	—	3	—	1	4	—	—	—
300—400	1	—	—	1	—	—	—	—	—	1	—	—	1	—	—	—
400—500	5	4	—	1	—	—	—	—	—	1	—	—	1	—	—	—
500—600	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
2,000—2,500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	24	16	2	5	—	—	—	—	—	5	—	1	6	—	—	—

APPENDIX XV.

APPENDIX XV.

Statement (with details by Provinces) of the Provincial Establishment of Civil Appointments on Rs. 200 a Month and over held by Europeans, Anglo-Indians, and Indians on the 1st April, 1913, in the Agricultural Department (excluding Appointments under the Government of India).

TOTAL STATEMENT.

Pay.	Number of Employées in each Grade or Class.																
	Total.	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Muhammadians.	Indian Christians.	Buddhists.	
				Brahmans (including Shenvis).	Kshatriyas.	Kaiyasthas (including Prabhus).	Baniyas and Vaisyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs and Parsis (cols. 11 to 13).				
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.	
Rs.																	
200—300	39	1	1	14	1	5	2	3	2	27	4	1	32	3	1	1	
300—400	2	—	—	—	—	—	—	1	—	1	—	1	2	—	—	—	
400—500	9	4	—	2	—	1	—	—	—	3	—	—	3	1	1	—	
500—600	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
600—700	6	6	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
700—800	7	7	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
800—900	14	14	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
900—1,000	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
1,400—1,600	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
1,800—2,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	
Total	88	43	1	16	1	6	2	4	2	31	4	2	37	4	2	1	

DETAILS BY PROVINCES.

I.—Madras.

Rs.																
200—300	7	—	1	3	1	—	—	1	—	5	—	—	5	—	1	—
500—600	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,800—2,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total -	15	8	1	3	1	—	—	1	—	5	—	—	5	—	1	—

II.—Bombay.

Rs.																
200—300	8	1	—	5	—	—	—	—	1	6	—	—	6	1	—	—
300—400	2	—	—	—	—	—	—	1	—	1	—	1	2	—	—	—
400—500	2	1	—	—	—	1	—	—	—	1	—	—	1	—	—	—
500—600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total -	18	8	—	5	—	1	—	1	1	8	—	1	9	1	—	—

III.—Bengal.

Rs.																
200—300	2	—	—	1	—	—	—	—	1	2	—	—	2	—	—	—
400—500	1	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total -	7	4	—	1	—	—	—	—	1	2	—	—	2	—	1	—

APPENDIX XV. (continued).

IV.—Bihar and Orissa.

Pay.	Number of Employés in each Grade or Class.															
	Total.	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).									Muhammadians.	Indian Christians.	Buddhists.	
				Brahmans (including Shenvais).	Khatryas.	Kaiyasthas (including Prabhus).	Baniyas and Vaisyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 5 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.				
																Total Hindus, Sikhs and Parsis (cols. 11 to 13).
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																
200—300	9	—	—	3	—	5	1	—	—	9	—	—	9	—	—	—
400—500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
500—600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	13	4	—	3	—	5	1	—	—	9	—	—	9	—	—	—

V.—The United Provinces of Agra and Oudh.

Rs.																
200—300	2	—	—	1	—	—	—	—	—	1	—	—	1	1	—	—
400—500	3	1	—	1	—	—	—	—	—	1	—	—	1	1	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	10	6	—	2	—	—	—	—	—	2	—	—	2	2	—	—

VI.—Punjab.

Rs.																
200—300	6	—	—	—	—	—	1	—	—	1	4	—	5	1	—	—
400—500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	10	4	—	—	—	—	1	—	—	1	4	—	5	1	—	—

VII.—Burma.

Rs.																
200—300	2	—	—	—	—	—	—	—	—	—	—	1	1	—	—	1
700—800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	5	3	—	—	—	—	—	—	—	—	—	1	1	—	—	1

VIII.—The Central Provinces.

Rs.																
200—300	3	—	—	1	—	—	—	2	—	3	—	—	3	—	—	—
400—500	1	—	—	1	—	—	—	—	—	1	—	—	1	—	—	—
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	9	5	—	2	—	—	—	2	—	4	—	—	4	—	—	—

IX.—Assam.

Rs.																
600—700	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—

APPENDIX XVI.

APPENDIX XVI.

Rules for Appointments in the Indian Agricultural Service.

1. The appointments in the Indian Agricultural Service include those of Deputy Director of Agriculture, Agricultural Chemist, Economic Botanist, Mycologist, Entomologist, Bacteriologist, Professors of Agriculture, Chemistry and Botany, at Agricultural Colleges, and the like. Some of these are included in the Imperial Department of Agriculture under the direct control of the Government of India, but the majority are included in the Departments of Agriculture of the several provinces of India. In some cases candidates will be appointed direct to these posts, but in most cases they will be appointed as supernumeraries, will undergo a further course of training in India in Indian agriculture, and will be appointed to posts, for which in the opinion of the Government they are considered suitable, on the regular establishment as vacancies occur.

2. Appointments are made by the Secretary of State for India as occasion may require, and applications regarding them should be addressed to the Revenue Secretary, India Office, London, S.W.

3. Candidates must, as a rule, be not less than 23, not more than 30 years of age. Exceptions will be made as regards the maximum limit only in the case of appointments requiring special qualifications. Candidates must furnish evidence of having received a good general education, and of possessing a thorough knowledge of the science of agriculture or of the particular science required for the appointment applied for. Preference is given to British-born subjects and to distinguished graduates of Universities in the British Empire.

4. Applications should be submitted upon the form provided for the purpose, and should be accompanied by testimonials setting forth fully the candidate's personal and professional qualifications and practical experience.

5. Candidates whose applications are selected for consideration will be required to present themselves for an interview with an official at the India Office. In selecting candidates for appointment, weight will be given to the possession of (a) a University degree in honours in science, or the diploma of a recognised school of agriculture, or other like distinction; (b) qualifications in a special science according to the nature of the vacancy to be filled; (c) practical experience. Importance is also attached to bodily activity and ability to ride, and selected candidates have to undergo an examination by the Medical Board of the India Office as to their physical fitness for service in India.

6. Newly appointed officers are required, before leaving this country, to enter into an agreement with the Secretary of State embodying the conditions of their appointment. They are also required to leave for India within three months of their appointment by the Secretary of State, and are provided at the expense of Government with a first-class passage to India, the cost of which they will be required to refund if they voluntarily relinquish the service of Government before the close of three years from the date of appointment. If an officer's service be determined at the expiration of the term of three years, or if prior to the expiration of that term he be compelled by ill-health (certified to the satisfaction of Government) to give up the service, a first-class passage to England will be provided at the expense of Government. Pay commences from the date of arrival in India.

7. An officer appointed to the Agricultural Service, whether as a supernumerary or otherwise, and whatever his initial salary may be, will be on probation in India for three years. He will be required to pass an examination in a vernacular language within two years of his arrival in India or on his first appointment to the service, whichever is later. His appointment may be cancelled for failure to pass this examination, or at any time for unfitness or misconduct. At the end of his three years' term of probation the Government of India will decide whether to retain or dispense with his services.

8. Officers of the Agricultural Service are expected to give their whole time to the duties of the service, and are liable to transfer from one appointment or province to another.

9. The salary attached to posts in the Indian Agricultural Service will ordinarily be:—

	Rs.
For the first year - - -	400 per mensem.
" second year - - -	430 "
" third year - - -	460 "
" fourth and subsequent years	500 rising by annual increments of Rs. 50 a month to Rs. 1,000 a month.

Candidates who are required to undergo a further course of training in India under paragraph 1 above will be appointed on this scale of salary, commencing on a pay of Rs. 400. Where, for special reasons, a candidate is recruited for direct appointment to one of the regular posts under paragraph 1, his initial pay will be determined with reference to the special qualifications and the length of European experience required for the appointment for which he is specially selected, but his subsequent increments of salary will be regulated by the foregoing scale.

10. In addition to this scale of pay, officers filling appointments directly under the Government of India, as distinguished from appointments under Local Governments (but not including officers holding supernumerary posts, or the post of Agricultural Adviser to the Government of India and Director of the Pusa Institute) will be eligible for local allowances* on the following scale:—

From the 4th to the 10th year of service† - - -	Rs. 100 per mensem.
From the 11th to the 15th - - -	150 "
Over 15 years' service - - -	200 "

An officer appointed on an initial pay exceeding Rs. 400 will be allowed to count service for the local allowance (but not for leave or pension) as if he had served for the period entitling him to that rate of salary on the ordinary scale. For instance, if he commences service on an initial salary of Rs. 500 he will be eligible for a local allowance of Rs. 100 in the first year of his service.

The grant of the local allowance is, in each case, conditional on approved good work, and the Government reserves to itself the fullest discretion as to granting, withholding, or withdrawing them.

11. An officer appointed to be Principal of an Agricultural College under a Local Government will be entitled to a local allowance of Rs. 100 a month in addition to the emoluments otherwise admissible to him. But if personal allowances are hereafter sanctioned, and he is admitted to one of them, he will cease to draw this allowance. An officer serving in Burma will be entitled to a local allowance of Rs. 100 a month in addition to the other emoluments admissible to him, provided that his pay and allowances (exclusive of travelling and conveyance allowances) do not exceed Rs. 1,000 a month.

12. No exchange compensation allowance will be given, and free quarters will not usually be provided; but officers receive either free quarters or a house-rent allowance during the period for which they draw the supernumerary rate of pay, i.e., until their pay rises above Rs. 460 a month.

13. Members of the Indian Agricultural Service draw travelling allowance for journeys on duty as officers of the first class under the Civil Service Regulations.

14. On being confirmed in his appointment, a probationer will become eligible, as from the date

* Note.—A local allowance does not enter into the calculation of pension or leave allowances and is drawn in full by the person actually doing the work of the appointment to which it is attached.

† Including service on a Provincial Staff.

APPENDICES XVI. (continued) AND XVII.

of his arrival in India, for leave allowances and pension, under the provisions of the Civil Service Regulations applicable to the Department. These regulations are liable to be modified by the Government of India from time to time. A copy of an abstract of them will be supplied on application to

the Revenue Secretary, India Office, London, S.W.
15. Retirement is ordinarily required at 55 years of age, but an officer may, for special reasons, be retained after attaining that age.

INDIA OFFICE,
June, 1913.

APPENDIX XVII.

Officials and non-officials who furnished written evidence to the Royal Commission in connection with their enquiry into the Agricultural Department, but who were not orally examined.

1. J. Sen, Esq., and 24 other members of the staff of the Agricultural Research Institute, Pusa.
2. J. H. Barnes, Esq., Principal, Punjab Agricultural College, Lyallpur.
3. (a) Letter from G. Sherrard, Esq. (Deputy-Director of Agriculture, Bihar and Orissa);
(b) Memorandum by N. C. Chaudhury, Esq., Travelling Inspector, Provincial Agricultural Service, Bihar and Orissa; and
(c) Memorandum from S. N. Sil, Esq., and other members of the Provincial Agricultural Service, Bihar and Orissa.
4. R. C. Wood, Esq., and other European Gazetted officers in the Indian Agricultural Service, Madras.
5. Ananda Rao, Esq., and Ramasastrulu Nayudu, Esq.
6. J. B. Knight, Esq. (Professor of Agriculture), and W. Burns, Esq. (Economic Botanist), Agriculture College, Poona.
7. Bhimbhai Morarji Desai, Esq., D. Ag. Divisional Inspector of Agriculture, Northern Division.
8. William Burns, Esq., B.Sc., Economic Botanist, Bombay.
9. G. Henderson, Esq., and T. F. Main, Esq., Deputy-Directors of Agriculture in the Bombay Presidency.
10. J. B. Knight, Esq., Professor of Agriculture, Agricultural College, Poona.
11. The officers of the Agricultural Department of the Central Provinces.
12. The members of the Provincial Agricultural Department of the Central Provinces.
13. The Imperial officers of the Agricultural Department, Bengal.
14. Members of the Indian Agricultural Service in Burma.

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ROYAL COMMISSION ON THE PUBLIC SERVICES IN INDIA.

APPENDIX
TO THE
REPORT
OF
THE COMMISSIONERS.

Volume XV.

MINUTES OF EVIDENCE

RELATING TO THE

CIVIL VETERINARY DEPARTMENT,

Taken at Delhi, Calcutta, Madras, Bombay, and London,

WITH

APPENDICES.

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MINUTES OF EVIDENCE

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

PUBLIC SERVICES IN INDIA

RELATING TO THE

CIVIL VETERINARY DEPARTMENT,

At Delhi, Tuesday, 11th November, 1913.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

SIR VALENTINE CHIROL.

GOPAL KRISHNA GOKHALE, Esq., C.I.E.

WALTER CULLEY MADGE, Esq., C.I.E.

FRANK GEORGE SLY, Esq., C.S.I.

R. R. SCOTT, Esq. (*Joint Secretary*).

COLONEL H. T. PEASE, C.I.E., Principal, Punjab Veterinary College; and
LIEUTENANT-COLONEL J. FARMER, Chief Superintendent, Veterinary Department, Punjab.

Written Statement by the officers of the Civil Veterinary Department serving in the Punjab.*

69244. (1) *Establishment of the Veterinary School.*—So far as Northern India is concerned the first serious attempt to train Indians in veterinary science was the establishment of the Veterinary School at Lahore by the Military Department of the Punjab Government. This was carried out in 1882 on the recommendation of a special committee. The original scheme contemplated the provision of assistants sufficiently well trained to assist the Veterinary Officers in the horse-breeding districts, transport, and Indian Cavalry. The Committee decided that what was required was a class of men who would be satisfied with moderate pay and who could take the place of the old salutris who had no training at all.

(2) *Course of study.*—The standard of education

was very elementary, the men being taught to treat simple diseases by rule of thumb. An attempt was made to advance from this position in 1886, but the proposals were disapproved by the Government of India, who, in the letter No. 124 D, Military Department, dated 14th January, 1887, remarked that the course of study appeared to be in advance of the class of man from which the pupils were taken and possibly of what would be required of them in the posts to which they were likely to be appointed. They recognised that the primary education of the students was very low and recommended an even more elementary and practical course of veterinary instruction.

(3) *Standard of education raised.*—The question of cattle disease in the districts was discussed in 1882 and it appeared that some districts had already employed unqualified men to attempt to deal with it. With the extension of cultivation and the consequent rise in value of draught cattle the question of dealing with cattle plagues assumed more importance and the districts began to employ veterinary assistants for the purpose. It was soon found that the duties expected of the men had become far more important and that the standard of education which they had received was not sufficiently high. In the year 1900 therefore a conference on veterinary education was held at Ambala and the present course was prescribed, the period of training being extended from two to three years. Many new subjects were added to the course, but no increase of staff was obtained until 1904 when the Ajmer College was closed, and the students and teachers transferred to Lahore.

(4) *Subordinate Department created.*—In 1901 a subordinate veterinary Department was created by

* This statement was signed by the following officers:—Colonel H. T. Pease (Principal, Punjab Veterinary College), Lieut.-Col. J. Farmer (Chief Superintendent, Civil Veterinary Department, Punjab), Major G. K. Walker (Professor of Sanitary Science, Punjab Veterinary College), Mr. V. de V. H. Woodley (Superintendent, Civil Veterinary Department, N. W. F. Province and North Punjab), Mr. H. E. Cross (Camel Specialist), Mr. G. Taylor (Superintendent, Civil Veterinary Department, Punjab), Mr. R. Branford (Superintendent, Government Cattle Farm, Hissar), Mr. W. A. Pool (officer under training), Mr. E. Burke (Professor of Surgery, Punjab Veterinary College), Khan Sahib S. Mahtab Shah (Professor of Anatomy, Punjab Veterinary College), Khan Sahib S. Sardar Shah (Professor of Cattle Pathology, Punjab Veterinary College), Mr. Ghulam Hussain Khan (Hospital Surgeon, Punjab Veterinary College).

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amalgamating the men hitherto employed under local bodies with the staff already working in the horse-breeding department. The number of men was 102, of which 31 were occupied in horse-breeding work only. They were under three Superintendents, who were Imperial Officers. Two of these officers devoted their time entirely to horse-breeding duties. In 1903, owing to the transfer of Imperial horse-breeding to the Army Remount Department, the staff was reduced by one superintendent and 34 assistants. In 1904 the grade of Veterinary Inspector was sanctioned and six selected veterinary assistants were appointed. In 1905 a third Imperial Officer was sanctioned for the district work and a third Imperial Officer for the College. These appointments had become necessary owing to the rapid development of the Department and the increase in the work.

(5) *The present position.*—The staff employed in the districts at the end of the year 1911-12 consisted of three superintendents of which one was shared with the North-West Frontier Province, 15 inspectors, and 169 assistants. In the past 11 years the number of hospitals has increased from 7 to 109 and the number of animals treated from 76,796 to 300,719. In 1901-02 when animals were first inoculated against disease in the field, 1,306 inoculations were carried out and in 1910-11 103,714 were performed. It has recently been found necessary to still further improve the standard of education to provide more highly trained graduates and a scheme for this purpose is under consideration. Another scheme for the creation of a grade of Deputy Superintendents for district work has been submitted to Government and it has been proposed to select these officers from the grade of inspector.

In order to improve the qualifications of inspectors a post-graduate course of one year at the College has been sanctioned. It will be brought into effect as soon as the necessary accommodation has been provided.

(6) *Present staff.*—The present constitution of the Civil Veterinary Department in the Punjab is:—

(a) *Imperial Officers*—(1) Army officers transferred to Civil employ; (2) Civil officers appointed by the Secretary of State for India.

(b) *Provincial Officers* appointed by the Local Government.

(c) *Veterinary Inspectors.*

(d) *Veterinary Assistants* appointed by the Chief Superintendent with the approval of the Director of Agriculture.

The Imperial Officers transferred from the Army Veterinary Corps accepted the rules which relate to their conditions of service in 1901. All the officers had been for some time in Civil employ. Their services were permanently transferred. Their rules have been repeatedly revised and have been the subject of considerable controversy.

69245. (I) *Methods of Recruitment.*—No more Military officers are now being recruited. The present system of selection of Imperial officers by the Secretary of State for India appears to be satisfactory. The system of recruitment of the Provincial Service is also satisfactory.

69246. (II) *Systems of Training and Probation.*

—*Training of Imperial officers.*—The system of training officers in the Punjab is satisfactory in principle. Newly joined officers are posted for training under senior officers. It is considered necessary that the period of training should extend to at least two years and that officers should not be called upon to officiate in responsible appointments before the expiration of this period. Every facility should be given to newly joined officers to learn the vernacular. If possible, young officers should be deputed during their first hot weather to the Imperial Laboratory to gain experience in contagious diseases as they occur in India. With regard to probation it is agreed that five years is too long. Three years should be sufficient.

—*Training of Provincial Staff.*—The system of training the Provincial Staff has already been referred to. Sanction has been given for a post-graduate course for Inspectors. In order to improve the standard of training it appears necessary to

establish a second vernacular college for Northern India. The classes in the present College are far too large as has repeatedly been pointed out by the Board of Examiners. A somewhat higher preliminary education standard should be demanded and the professional course of study should be extended to four years.

69247. (III) *Conditions of Service.*—*Abolition of Inspector-Generalship.*—The fact that the rules for the officers transferred from the Army have proved controversial has already been stated. The Department was started as an Imperial Service with an Inspector-General at its head and the best men were tempted from the Army Veterinary Corps to transfer to the Indian Civil Veterinary Department on the understanding that they would remain under the direction of a professional head and that the best appointments in the various provinces would be open to the best qualified officers including that of Inspector-General. Later Civilian officers were recruited under practically the same conditions of service and the fact that there was a desirable appointment in the shape of the Inspector-Generalship has been held out as an inducement to join. On the 31st March, 1912, the post of Inspector-General was abolished and the result is that owing to his loss there is no cohesion in the professional work in the various Provinces and the Government of India have no veterinary adviser. The abolition of this appointment has had a most disheartening effect on the officers of the Department, who regard it as a breach of faith on the part of Government. It is bitterly resented and there is not a single military officer who does not regret that he transferred his services from Military to Civil employ.

—*Appointments and selection.*—The policy adopted by the Government of India in filling important appointments, carrying extra allowances in the various Provinces has operated very unfairly on many senior officers and is contrary to the spirit of the rules. Experienced and approved officers have not been treated with any consideration in this matter, young and inexperienced ones having been given desirable appointments irrespective of the claims of senior men. In a small Department the tendency to the provincialisation of the officers is bound to cause irregular promotion and consequent dissatisfaction. At present Imperial officers are uneasy, as they do not know in whose hands their official careers are placed, and this gives rise to much uncertainty. This is especially the case in regard to promotion to the rank of Lieutenant-Colonel, which under the rules for Army officers is to be made by selection. It is not understood how it is possible to exercise selection fairly, now that there is no professional head of the Department to give advice in the matter, and the Government of India have no adequate means of judging the relative claims of officers employed immediately under them and under the provincial Government.

—*Provincial Staff. Insecurity of Service.*—In regard to the provincial staff employed in the Punjab, one matter which causes considerable dissatisfaction is the insecurity of the conditions of service. So long as the Service is provincial, carrying pension and ensuring supervision and direction by professional officers who understand the work and conditions, the men are contented and work well. Any attempt to change the conditions of service leads to great unrest and uncertainty, reacts unfavourably on the recruitment of students, the training at the College, and is prejudicial to the interests of Government and of the public.

69248. (IV) *Conditions of Salary.*—*Rates of pay.*—The salaries of the different branches of the Service may be briefly summarised as follows:—

(a) Army officers in Civil employ receive their army pay plus Civil allowances ranging from Rs. 150 to Rs. 500 per mensem according to rank.

(b) Imperial officers appointed by the Secretary of State commence on Rs. 500 per mensem and receive an annual increment of Rs. 40 up to Rs. 1,100 when the increments cease. On attaining 21 years' service the pay is Rs. 1,200 per mensem.

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(c) The salary of the abolished post of Inspector-General was Rs. 2,000 per mensem.

(d) The pay of the Provincial Officers at the Punjab Veterinary College ranges from Rs. 200 to Rs. 400 per mensem. One officer is in receipt of Rs. 625 per mensem; but this is a special case. Deputy Superintendents, when appointed, will probably receive Rs. 200 to Rs. 400 per mensem.

(e) The assistant teachers at the College draw salaries ranging from Rs. 45 to Rs. 200 per mensem.

(f) Veterinary Inspectors commence on Rs. 75 per mensem and receive two septennial increments of Rs. 25 per mensem to bring their pay up to Rs. 125.

(g) Veterinary Assistants are paid Rs. 30, Rs. 40 or Rs. 50 per mensem, according to their grades. All the above are subject to the ordinary rules regarding leave, and all ranks are pensionable. The pension of the Inspector-General was £700 per annum.

The Provincial Staff employed at the College and the Veterinary Assistants have had their salaries revised fairly recently. The pay of the Imperial Officers and the Inspectors was fixed when the cost of the necessaries was considerably less. Better conditions are indicated. The abolition of the post of Inspector-General has affected the prospects of some of the Imperial Officers very seriously, and compensation in both pay and pension should be given.

Increase of pay necessary.—The civil allowances of Lieutenant-Colonels and Colonels should be increased. At present there is no increase in the Civil allowances after 20 years' service.

Military officers.—The pay and pension of military officers depend on their rank promotion and not on length of service. When the Department was formed this fact did not receive sufficient consideration, and the consequence is that a number of officers of very much the same standing were recruited and a serious block in promotion has resulted. If the present rules are adhered to, it is possible that some officers might never be promoted to the rank of Lieutenant-Colonel, however deserving they might be, whilst a more fortunately placed officer has been promoted Lieutenant-Colonel at 17½ years' service. The only way to remedy this anomaly is to introduce a time-scale as in other Services. Majors should be promoted to Lieutenant-Colonels at 20 years' service as in the Indian Medical Service.

Civilian officers.—Civilian Veterinary Officers should have their pay increased by annual increments of Rs. 50 per mensem up to the pay of a Lieutenant-Colonel and a senior selected officer should receive Rs. 1,800 per mensem.

Provincial Staff.—It may be stated that none of the provincial staff are satisfied with their present rates of pay, and this is a matter which militates against obtaining better material for training. It is hardly to be expected that men who have passed the entrance examination of an Indian University will be induced to take a four years' course in scientific training by the pay now offered to Veterinary Assistants.

69249. (V) *Conditions of Leave.*—It is understood that improved conditions of leave are contemplated for the Civil Service, and these will naturally be applied to all officers serving under the conditions laid down in the Civil Service Regulations. All officers should be allowed furlough pay at the minimum rate of £500 per annum.

Furlough reserve.—The question of furlough reserve in each Province is an important one. Since

the abolition of the post of Inspector-General no adequate arrangements appear to have been made to carry out the rules regulating furlough. Arrangements for filling furlough vacancies should be made in each Province, an adequate reserve being maintained. In the Punjab two reserve officers at least are required in addition to the officers under training.

Study leave.—Imperial officers should be encouraged to avail themselves of post-graduate instruction when on furlough. The recent reduction in study leave allowances for Military officers of the Department has caused dissatisfaction.

69250. (VI) *Conditions of Pension.*—Military officers of 30 years' service should be entitled to a consolidated pension of £700 per annum to bring them in line with other Services (Indian Army and Indian Medical Service). Civilian officers should be allowed good service pensions of Rs. 1,000 per annum as granted to other Departments.

69251. (VII) *Such limitations as may exist in the employment of non-Europeans, etc.*—It has been shown above that until better prospects are offered and the standard of education is improved, it is not possible to give many more higher appointments to non-Europeans than those offered at present.

As many superior appointments as possible are at present held by non-Europeans at the Veterinary College. The men have been specially selected and trained by the European Staff and are quite satisfactory as teachers. Deputy Superintendents should be capable of carrying out the work of Superintendents under the general supervision of the latter, who must be European officers.

There should be one Superintendent or Deputy Superintendent for each revenue division of five or six districts, and eventually, as qualified men become available, charge of half the number of divisions might be held by Deputy Superintendents (non-Europeans). It is recommended that eventually each district should have its own district Veterinary Officer, the district being the most convenient administrative unit.

69252. (VIII) *Relations of the Service with the Indian Civil Service and other Services.*—*The Director of Agriculture.*—The arrangement under which the local head of the Department is a Director of Agriculture has hitherto worked fairly well, but it is felt that when the Department grows stronger it would be more satisfactory to select its head from among its own members. So long as a civilian Director of Agriculture is prepared to accept the advice of his veterinary officers and content himself with administration only, there is no great objection to the present system, but any interference in professional matters is naturally resented. It has been stated that the appointment of Director of Agriculture might eventually be given to an officer of the Agricultural Department. This would not be acceptable to this Department even if the appointment of Director of Agriculture was made equally open to a veterinary officer.

A Bureau of Agriculture.—It is suggested that a Bureau of Agriculture should be formed by the Government of India in charge of a senior officer of the Civil Service and that he should be given the assistance of two advisers, one veterinary and one agricultural, on an equal footing. These officers would practically be the heads of their respective Departments and would have the benefit of the administrative authority of a member of the premier Service. This is a system very generally adopted in western countries and is found to work satisfactorily on the whole.

COLONEL PEASE and LIEUTENANT-COLONEL FARMER called and examined.

69253. (Chairman.) COLONEL PEASE said the written statement which had been sent to the Committee represented the unanimous views of the Veterinary Service in the Punjab. Recruitment from the Army to the Veterinary Service had ceased in 1901, but there were still ten military officers remaining in the Department.

69254. He did not think the present method of selection could be improved. In selecting candidates the Secretary of State took the advice of Sir John M'Fadyean, the Principal of the Royal Veterinary College in London, and he also had the assistance of a retired member of the Civil Veterinary Department, Colonel

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Queripel, so that in practice, Indian experience was represented on the Selection Committee. The work of the Veterinary Department at the present time was almost entirely devoted to cattle. He thought all candidates for the Imperial branch of the Service should have a diploma of the Royal College of Veterinary Surgeons, and take a post-graduate course in one of the branches of veterinary science. He did not think insistence on those qualifications would in any way unduly limit the area of selection. The average age of recruits was 27, which he thought rather old, but it had been impossible to obtain men who had been through a post-graduate course at a younger age. There was no precise age-limit, but he thought it would be better from the point of view of the service that a man should come out younger; he would fall into the ways of the country more quickly and learn more easily.

69255. With regard to the comparative merits of a system for the direct recruitment of Indians and of a system for the promotion of Indians from the subordinate ranks, witness said it was very difficult to give an answer in the case of the Veterinary Department. Veterinary education in India was started in 1882 by the Military Department, who found a lack of men who could assist veterinary officers in minor operations. Those men were supposed to work in the Army Remount Department, and also in the native cavalry regiments, and they dealt largely with horse veterinary work. Men were selected who had some knowledge of animals and how to handle them. They went through a very short and elementary course of training at a veterinary college in the Punjab. This went on until 1886, when the Department thought it was not obtaining good enough men and suggested that the course should be somewhat improved. After consideration, the Military Department decided that they did not want any better men and would not improve the course, because they said that the men who were being taken into the Service were not qualified to go through any severer course of training. Nothing was done to improve veterinary education until the time of the conference to which reference had been made in the written statement. Then a three years' course was inaugurated, and certain subjects were added to the curriculum.

69256. It was found at the present time that this course was not sufficient for the requirements of the Department, and a course lasting as long as the English course had been suggested, which it was thought would provide the Department with Indians who would be capable of becoming Deputy Superintendents. Such Deputy Superintendents would be placed either in teaching institutions as teachers, or in charge of districts under the general supervision of English superintendents. So far the Department had not produced any Indians who were capable of taking independent charge. There were certain selected men in the Department who had been doing the work of a European in so far as teaching was concerned, under supervision, and they had worked exceedingly well. It was hoped that in the future Deputy Superintendents would be able to take charge of divisions. At the present time there were three such Deputy Superintendents sanctioned for districts in the Punjab, and there were three in the Punjab Veterinary College. Men in the rank and file would be eligible for promotion to the post of Deputy Superintendent. The best men would be selected, sent to the Punjab College to take a post-graduate course, and if they passed the examination which would be held at the end of the course, they would be given the appointment. From the present time, therefore, there would be two methods of recruitment. There would be officers entering direct after a post-graduate course and promoted officers coming up from the subordinate ranks. It would be very difficult to suggest any fixed proportion of these officers as the Civil Veterinary Department was a growing concern. It was of recent origin, and in many

of the Provinces there was only one Superintendent. He thought the pioneer work should fall on the men recruited in England, but he thought when the Department as a whole arrived at the stage at which it was in the Punjab, it could look to the indigenous material to supply some of its wants. His Department had suggested for the Punjab that there should be one Provincial Superintendent in charge of each revenue division—which consisted of five or six districts, and that half of the divisions should be held eventually by English trained men, and half by Indian trained men. The Indian trained men would occupy a somewhat different status and position from that of the European trained men, but it was difficult to give any opinion as to how the experiment would succeed. He did not apprehend that as the Indian officer's responsibility increased the same difficulties and the same grievances would be encountered as had been found in other Services, but he could give no reason for his opinion on this point.

69257. At present there were five Veterinary Colleges, one in the Punjab, one in Bombay, one in Bengal, one in Madras, and one in Burma. There was a very excellent supply of candidates for the vernacular colleges and a very fair supply for the English colleges. The vernacular colleges had not sufficient room to accommodate the number of men wishing to join. Very nearly all the students from the colleges obtained Government appointments. Those who did not do so went to foreign countries, or to Native States. He would like to see the educational standard for entry to the Punjab College improved a little, provided there was a four years' course, but he would not insist on raising it very much. He should like the period of training to be lengthened. A loophole should be left for men who had not the necessary educational qualifications, but who were suited to the work. Many of the men in the Service were agriculturists who had not had opportunities of acquiring an education. There were Government scholarships for college students. He could not tell how many scholarships there were in the Punjab, but they were sufficient for all Civilian students. A certain number of Indians have the diploma of the R.C.V.S.; he could not say the exact number. He did not think the possession of a diploma would be fair evidence of fitness for the Imperial Service. The test was a high one, but he thought men who were coming out to India should be selected. He did not think there would be any great objection to the Government providing facilities to enable some educated Indians to go to England with a view of obtaining the diploma of the R.C.V.S., but it would give rise to some dissatisfaction in the Department unless these men were selected from the rank and file.

69258. If Indians had to be given the opportunity of entering the Imperial Service of the Veterinary Department, he thought the most effective course would be to select them from the Provincial Service rather than to adopt a method of direct recruitment. Although the possession of a diploma was evidence that a man had been through a very considerable course, he thought there was a considerable difference between a man's ability in college and at work. The colleges gave very little practical experience of a technical nature, and this applied especially to an English college, where it was hardly possible to acquire any knowledge of Indian conditions. At the present time the Indian college was very much behind the English college owing to the shortness of the course. For instance, in physiology, an Indian college had no time to give a laboratory course, and in pathology a student could not do histology and practical microscopical work. The Indian colleges had sufficient staff, but not sufficient time. The subjects were now so numerous in the final years' examinations, that no teacher got students for more than an hour a day, and that left no margin of time for practical work. Such a state of things should be rectified by extending the training to four years, but even so he was afraid the Indian

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[Continued.]

colleges had not the equipment or the general machinery to be able to give as good an education as the Royal College gave in England, unless the services of special teachers were secured.

69259. He did not see any very great objection to officers engaging in private practice, but the idea of Government was that it would be as well to prevent officers from doing so, from a fear that possibly in a very large town, where a very lucrative private practice could be obtained, they might devote more of their time to their own private practice than to Government work. The demand for the revival of the post of Inspector General was put forward on the ground that such a post was required in the interests of the Service, and also because it would afford means of improving the prospects of officers in the Department. In the first place, there was no one to give advice and assistance to Veterinary Officers in Provincial appointments. They were not represented in any way. When a discussion arose with regard to veterinary matters, there was no one to advise the Government of India. The work of Veterinary Officers was not understood by the people who were supposed to supervise it. Under the present system there was no one to judge whether a man was doing good work or bad work, and the bad man had just as much chance as the good man. Again, there were certain posts for which men had to be selected, and some opinion had to be formed as to their qualifications, and there were no means at present of that being done. The present method of selection was unsatisfactory from the point of view of the Military Officers in the Department who urged that there was no one to say when they deserved promotion, and so on. His colleagues did not agree that the discretion in matters of promotion lay with the Director of Agriculture. Veterinary Officers claimed that it was impossible for a layman to take up such a position. The main reason why it was desired to see a revival of the post of Inspector-General was in order that he might make selections for promotion, and co-ordinate the work of the Department. He admitted that the latter was administrative work, but he did not think that an officer without technical qualifications could undertake such work. For instance, if the Veterinary Department desired to make an enquiry into some disease in India, there were no methods by which it could do so. It could not arrange what was to be done or what material was to be collected. The instructions for such work would come from the Adviser of Agriculture, but there ought to be somebody to advise him.

69260. He was opposed to the idea of organising the Service on a Provincial basis. He thought it was far too small. Officers had entered the Service on the understanding that if desirable appointments fell vacant in other Provinces, suitable officers would be transferred to those appointments. That had, so far, not been done, with the result that a great deal of dissatisfaction had arisen. Junior officers had been given desirable posts by Provincial Governments over the heads of fully qualified senior officers from other Provinces. He knew of at least two instances of that nature which had caused a great deal of heart-burning in the Service.

69261. At the present time the Department in the Punjab was sufficiently staffed and had an adequate leave reserve.

69262. Cattle breeding and horse breeding was supposed to be under the control of the Veterinary Department, but he believed the Agricultural Department undertook certain experiments with milch cattle. In the course of their ordinary work in regard to stock, Veterinary Officers were very seldom brought into contact with Agricultural Officers, as very few of the latter are working in the districts.

69263. The complaint that the maximum salary of Civil Officers in the Department was reached after 16 years' service could be met by lowering the minimum salary of Rs. 400 by increasing the maximum, and by slightly lowering the annual

increment, but he did not think if such a scheme were adopted a sufficient number of recruits would come forward. The present position was that the Civil Veterinary Department, which formerly was one of the most popular Departments amongst graduates in England, had now become one of the least popular. A Departmental Committee had been appointed in England to consider the question of veterinary training, and evidence had been given to the effect that "the best men now qualifying at home preferred going into the Army Veterinary Corps to going into the Indian Civil Veterinary Department." Owing to the abolition of the Inspector General and to the lack of any prospects after 15 years' service the impression had got abroad that the Service was not worth the attention of good men. Many of the best men who came out to the Service seven or eight years ago had resigned and had obtained better appointments in other countries. The salary offered in the first place seemed very good to a man who did not know anything about India, but after he arrived in India, he found that in 15 years he came to the end of his prospects, and that he had to serve 30 years before obtaining a pension. He desired to see the salary raised after 15 years' service, his contention being that the civilians in the Department were doing the same work as men who came from the Army, and had in fact in some instances longer training. He laid stress on the importance, in the interests of the Service, of an advance in pay, because unless such an increase was granted good recruits would not be obtained, and, if they were obtained, they would not remain in the Service.

69264. The pay of Deputy Superintendents varied in different Provinces, possibly because the cost of living varied in different parts of India. His opinion was that Deputy Superintendents should start from Rs. 250, rising by annual increments of Rs. 25 up to Rs. 500.

69265. Under present conditions officers did fail sometimes to obtain the leave and furlough due to them. One officer had been refused leave twice, not so much because the leave reserve was inadequate as because there was no one to see that the regulations regarding furlough were carried out. With regard to the suggestion which had been put forward by certain witnesses, that the Director of Agriculture should be appointed from within the Department, and should not be an Indian Civil Service Officer, the witness said that the Veterinary Department would rather have an unbiassed head. There was such a thing as Departmental jealousy, and Veterinary officers feared that if they were placed under the head of another Department, which was junior to the Veterinary Department, they would have a bad time. His objection applied both to Provincial Directors of Agriculture and to the Agricultural Adviser to the Government of India.

69266. (Sir Valentine Chirol.) He objected to being placed under the Agricultural Adviser because such an officer would not be in a position to know what were the interests and desires of the Service. The Veterinary Department would not regard him as competent to represent to the Government of India what were the real interests and wants of the Department. If veterinary officers were not placed under a member of their own Department they would prefer to be placed under a Civilian. At the present time there was nobody who could voice their claims or their interests to the Government of India, and to whom the authorities of the Department in the Punjab could appeal.

69267. Of the Indian Colleges two were vernacular, one in Burma and one in the Punjab, the rest were English. Such colleges were very much behind the Royal Veterinary College as regards staff, but not in regard to equipment. He thought the Punjab Veterinary College was as well equipped as any other. The present professorial staff was satisfactory for the four years' course, but if it was proposed to establish a degree of a standard equal to that obtained in England, then better qualified specialists would

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have to be secured. This inadequacy of resources was far greater in other parts of India than in the Punjab, where the organisation was much more advanced than it was elsewhere.

69268. (*Mr. Madge.*) The Veterinary Department and the Agricultural Department were, in his opinion, of equal importance to the industrial development of India. If a veterinary officer were promoted to be the head of both Departments he would be absolutely disqualified to advise the Government with reference to agriculture, unless he happened to have had Agricultural experience. His Department did not ask to be put in charge of agriculture. The suggestion was that there should be a Civilian Minister for agriculture, who would have under him an Agricultural Adviser and a Veterinary Adviser. He did not set much store by the diploma obtained after four years' study, because it was of little value without practical experience.

69269. (*Mr. Sly.*) It was the case at present that in matters of importance the Director of Agriculture consulted not only the senior officer of the Veterinary Department, but also all other Veterinary Officers; but in so doing he only got confused.

69270. With regard to the Provincial Service, Deputy Superintendents were recruited by promotion from the lower grade in the Service after having undergone a special post-graduate course at the Veterinary College. None of them were recruited direct to the Department. He preferred a scheme under which Deputy Superintendents should be recruited by promotion from the subordinate Veterinary Department, rather than by direct recruitment. At present in the Punjab, recruitment was made to very low grades. That was one of the chief difficulties which had to be dealt with. The pay of Veterinary graduates on first entry was really no better than that of a coolie—Rs. 30 a month. In the past it had been possible, on account of the cadre having to be filled up, to recruit men direct to the first or second grade, but the prospects to the Veterinary graduate in future were that after three years hard work he would get an appointment worth Rs. 30 a month. He thought if the salary was raised to Rs. 50, officers would be obtained of sufficient ability to fill the post of Deputy Superintendent. He thought a scheme for entering direct recruits on a scale of salary comparable with that of the Provincial Service in other Departments would cause dissatisfaction to the rank and file of the Service. An Inspector who had proved himself a satisfactory officer, would not like to see a man who had been sent home at the expense of Government brought in over his head. No doubt the solution of that difficulty in other Departments had been found in setting aside a certain number of appointments to be filled by the promotion of exceptional subordinates, but in the Punjab Veterinary Service there were so few appointments that he did not think it would be possible to apply the same remedy.

69271. He did not think, taking into account the very limited demand for graduates in the Veterinary Department, that there would be any justification for suggesting to the Government of India the institution of an Imperial College in India for the training of Indians to become members of the Imperial Service of the Veterinary Department; the expense would be too great. He thought it would be cheaper to send men to England for

training. He agreed, however, that in a first class Veterinary institution in India, and amid his own surroundings, a Veterinary Officer could be taught better, and on a higher standard than he could in England. He thought English surroundings were to be avoided.

69272. (*Chairman.*) He was assuming the institution of an entirely new college, and not the utilisation of material already available in India.

69273. (*Mr. Sly.*) He thought the allowances granted to Principals of Colleges were necessary and justifiable. He did not know of any other Province where the Principal of an institution did not get more than his Professors.

69274. With regard to the claim put forward by certain Provincial Officers that they should be permitted to retire at 25 years' service instead of 30 years, he thought the latter period was far too long to ask a man to serve for a pension. The pension question was creating a great deal of dissatisfaction.

69275. (*Mr. Gokhale.*) The three members of the Provincial Service who had signed the written statement had done so in their personal capacity. All the 175 members of the Provincial Service had not been consulted, and therefore the statement could not be taken to represent the views of the entire Service, Imperial and Provincial.

69276. The Provincial Officers at the Punjab Veterinary College, whose present rate of salary ranged from Rs. 200 to Rs. 400 per mensem had entered the Service 25 years ago on Rs. 15 per mensem and had risen to the rank of professor. The assistant teachers in the college, whose present pay was from Rs. 45 to Rs. 200 per mensem had begun on Rs. 30.

69277. He reiterated his opinion that there was no demand at the present time for an Imperial College in India, although it had been the ideal of many officers that in the course of time the Veterinary Department would be sufficiently developed to allow of such an institution being inaugurated. Until that time arrived, he agreed it would be an advantage to send selected Indian graduates to England from the different colleges, and if they qualified then recruit them into the Imperial Service, but he did not recommend the adoption of any such scheme. If some of the best graduates of the colleges were selected to be sent to England with scholarships, he did not think any objection could be raised by the rank and file of his Department.

69278. (*Chairman.*) The fact that the allowances for study leave of the Imperial Officers had been recently reduced from Rs. 8 to Rs. 6 a day had had a discouraging effect. He would recommend that study leave to Europe should be given to Provincial Deputy Superintendents, provided they did not go to Camden Town, but were sent to some place, such as a University, where they would be looked after. But personally he was of opinion that such men would obtain more benefit from the post-graduate course which was going to be started in India.

69279. COLONEL FARMER said it was suggested that the salary for Veterinary assistants on joining the Service should be Rs. 50, Rs. 65 and Rs. 80 instead of the present rates of Rs. 30, Rs. 40 and Rs. 50. He thought these rates were urgently required and would in fact be adequate to induce better men to enter the College.

(The witness withdrew.)

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At Calcutta, Thursday, 22nd January, 1914.

PRESENT :

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

SIR VALENTINE CHIROL.

WALTER CULLEY MADGE, Esq., C.I.E.

FRANK GEORGE SLY, Esq., C.S.I.

HERBERT ALBERT LAURENS FISHER, Esq.

R. R. SCOTT, Esq. (*Joint Secretary*).

MAJOR A. SMITH, Principal of the Bengal Veterinary College.

Written Statement relating to the Civil Veterinary Department.

69280. (I) **Method of Recruitment.**—The present method is considered satisfactory.

69281. (II) **System of Training and Probation.**—It is suggested that all officers on arrival in India should be considered as under training for at least two years, more especially as during this period he is required to pass his vernacular tests, and would allot their periods of duty somewhat as follows:—

- (a) Nine months attached to a college;
- (b) Three months at the Muktesar laboratory; and
- (c) One year touring in the district under a Superintendent.

The probationary period might remain as at present.

69282. (III) **Conditions of Service.**—The abolishment of the post of Inspector-General has materially changed the conditions of service and prospects. In addition to the loss of an appointment carrying extra pay and pension, it deprives the Department of an officer to whom the other officers of the Department could appeal for professional advice and assistance.

69283. (IV) **Conditions of Salary.**—The civilian officers of the Department attaining their maximum salary at 16 years' service (with the exception of a rise of Rs. 100 at 20 years) is unsatisfactory. An improvement of salary between the 16th and 30th years of service might, with advantage, be considered.

69284. (V) **Conditions of Leave.**—Unsatisfactory, for the reason that sufficient provision is not made for leave reserve officers.

69285. (VI) **Conditions of Pension.**—As mentioned in paragraph 69282 the loss of the special pension attached to the abolished post of Inspector-General detracts from the conditions under which we were induced to join the Department.

It is considered that officers of the Department should become entitled to the special pension of an extra Rs. 1,000 per annum for long or meritorious service.

69286. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.**—I am not aware of any

limitation to the employment of non-Europeans in the Department.

The existing system of division of services into Imperial and Provincial is satisfactory.

69287. (VIII) **Relations of the Service with the Indian Civil Service and other Services** are satisfactory.

69288. (IX) **Any other points.**—The Department, since the post of Inspector-General has been abolished, is working at a great disadvantage. It is considered that a professional head is most necessary in a country like India.

The Department is very much undermanned in Bengal, perhaps more so than in any other Province in India. There is urgent need for a second Imperial officer at the Bengal Veterinary College. Other colleges doing similar work in India, have at least two and at the Punjab Veterinary College five Imperial officers are sanctioned.

To bring the Bengali students up to an efficient standard in the veterinary profession, they require a considerable amount of personal attention from the European staff. With only one officer, as at present, who, in addition to his duties as Principal, is also Superintendent of Glanders and Farcy operations in Calcutta and its suburbs, it is impossible for him to give necessary time and personal attention to the students.

Again, there is a well-equipped laboratory at the College which requires a specially trained European officer whose time would be well occupied in routine diagnostic work, research work, teaching bacteriology and serum therapy in connection with contagious diseases and in conducting the post-graduate classes.

In Bengal a second officer could well be employed in the districts. It is most difficult for one man to efficiently supervise his staff distributed over such a large area. His time is so taken up with routine work that little time is left to personally attend outbreaks of infectious diseases, to investigate the numerous diseases which at present are little understood, or give attention to the important subject of the improvement of cattle.

The Province of Bengal could very advantageously employ a second permanent Superintendent, with a third temporary junior or temporary officer who could be called on to officiate when either of the first named were either ill or on leave.

MAJOR A. SMITH called and examined.

69289. (*Chairman.*) The witness had occupied his present position for two years and he had been 21 years in the Service.

69290. The best means of recruiting Indians to the Imperial Service of the Veterinary Department would be by direct recruitment with an English qualification.

69291. There were no Indians in the service at the present time who held the English qualification of R.C.V.S. There had been one, who had died.

69292. He would also agree to Provincial Officers of exceptional merit being promoted to the Imperial Service.

69293. Since the post of Inspector-General had been abolished, the Veterinary Department had been working at a great disadvantage. In the first place, without any direct representation to the Government of India, it was very difficult for

anyone in Bengal to ascertain what work was being done in other Provinces. Then, if an officer wanted leave, it was very hard for him to obtain anyone to officiate in his place. The greatest objection to not having an officer of the rank of Inspector-General was that no two Provinces in India were working on the same lines. The subordinate officers were paid differently, their work was not co-ordinated; they were either under the Local Government or under district boards and municipalities, and the system in every Province was different.

69294. The post of Inspector-General had been abolished two years ago. The unsatisfactory conditions he had just described did to some extent obtain even during the period in which there was an Inspector-General, but there were signs of improvement and all Provinces were being brought

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into line. As soon, however, as the post was abolished, every Province was left to its own account, and progress became very difficult.

69295. At present the witness communicated with the Director of Agriculture in Bengal, and any communication to him went through him to the Agricultural Adviser to the Government of India. The objection to that procedure was simply that it had no value, as the adviser was incapable of giving advice to the service on any point. The service was suffering from the absence of an expert official adviser.

69296. He did not think a Commissioner of Rural Development if appointed would be of any value outside the Province, but in the Province he would be of great assistance. The service would gain much more help from him than was possible under the present arrangement, as he would be a stronger representative with the Local Government than the present Director of Agriculture; but he could not see how such an officer was going to replace the Inspector-General of Veterinary Services.

69297. The veterinary staff in Bengal was undermanned for the outdoor work. It was very difficult for an officer efficiently to supervise a staff distributed over so large an area. A man's time was taken up with routine work and little time was left for him to attend to outbreaks of infectious diseases. He did not admit that that suggested the desirability of increasing the staff for routine work, rather than the desirability of increasing the Imperial staff. Bengal required at least two Imperial Officers; in fact three could be well employed, especially as each Province would have to keep up a leave reserve, for which at present no provision was made. For instance, only the previous day he had had a communication from one end of the Province to say that glanders had broken out, and he had had another communication from the other end saying that there was an outbreak of hæmorrhagic septicæmia of a virulent form.

69298. The outbreak of disease entailed much work of a routine character, but at the same time it was essential that an Imperial officer should get to the spot as soon as he could. In outbreaks of glanders, an animal was never allowed to be destroyed without the sanction of an Imperial Officer, as compensation had to be given by Government. There were no reliable Provincial Officers in the Department who could undertake the work, because there was no one higher than an Inspector in the Province.

69299. With regard to leave, the witness was doing the work of two men at present. An extra officer was required as a leave reserve. The whole Department had been undermanned for some years, especially in regard to routine work.

69300. He suggested an improvement of salary between the 16th and 30th year of service. After the 16th year there should be a rise of Rs. 200 at intervals of four or five years.

69301 (*Mr. Madge*.) One of the first difficulties in the way of raising the standard of training for the veterinary profession in India would be expense. There would have to be a separate college, a separate staff of English teachers, and there would have to be insistence on a certain standard of general education before students were admitted. Students would have also to be given some guarantee of future prospects. If those difficulties could be overcome, and if Government would guarantee recruitment to the Imperial Service, he saw no paramount obstacle. It would take some years before competent men were turned out. Again, the expense of such a system as compared with the present scheme of sending specially selected men to Europe to qualify would be very large.

69302. There were certain conditions so peculiar to India as to give an advantage to the locally trained man, provided a higher standard of training was possible.

69303. There was nothing to prevent any suggestions made provincially being communicated through the Secretariat to the Supreme Government, and being carried out in that way, if only there was someone at the head who could receive the communication, and intelligently interpret it from a professional point of view. He did not agree with the opinion that what was required by the head of a Department was statesmanship and not professional knowledge.

69304. It was possible to train subordinates so as to make them qualified for the time being to meet and report on crises as they arose in different parts; but it would be better for the subordinate, for the owners of the cattle and for Government, if the Imperial officer himself was able to go and advise on the spot.

69305. (*Mr. Fisher*.) There were about 90 students in the Bengal Veterinary College, most of whom were Hindus and non-agriculturists. Their object was to enter the Government Service. The course was three years. A four years' course was not necessary, but he would suggest a five years' course for the superior grades. There was a decline in the number of students wishing to enter the college. He attributed that to bad prospects. The posts offered were insufficiently paid, and other departments paid their subordinates better. He had often admitted 50 students at the beginning of a session, and at the end of two months had lost 20. Practically no test was exacted for admission. The college was not in a position to do so. He would favour an entrance test, such as the matriculation examination. Students undergoing their course of training at the Veterinary College were usefully employed.

69306. (*Mr. Sly*.) There were signs in India of the rise of the independent veterinary practitioner. He knew of six successful Indian private practitioners, all of whom came from the Punjab College. They were not students who had failed to secure Government appointments; they simply preferred private practice. There was not much scope for private practice in Bengal.

69307. The proposal that the Directorship of Agriculture should be filled from the ranks of the Agricultural Service would be very unpopular with the Veterinary Department. He would much prefer a system under which the Veterinary Service would have direct representation with the Revenue Member as in Madras.

69308. It would be a suitable system of management in Provinces like the Punjab, where there were several veterinary officers, for the senior veterinary officer not only to hold charge of his own particular circle, but also to be an adviser to Government.

69309. (*Sir Valentine Chirol*.) He agreed that information as to what was being done in other Provinces might still be obtainable through ordinary official channels, but when it arrived it would not be of much value, as six months would probably elapse between the time of writing and reply. If there was an Inspector-General, he might wire to him and ask him what to do under certain circumstances, and he would get a reply at once. What he meant was that the service, by the abolition of the post of Director, had lost the brains of a man who knew the conditions of the service, and who was able to advise as to whether they were working on the right lines in one Province or not. The service wanted a man who was able to travel from one Province to another, and see the conditions of work and diseases as they existed in the various Provinces.

(The witness withdrew.)

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Mr. E. H. BRAND.

E. H. BRAND, Esq., Assistant Principal, Bengal Veterinary College.

Written Statement relating to the Civil Veterinary Department.

69310. (I) **Methods of Recruitment.**—The Provincial Veterinary Department at present consists of:—(1) Deputy Superintendents, who are gazetted, and (2) Inspectors, who are non-gazetted, officers. These officers are recruited from graduates of the Bengal and other Indian Veterinary Colleges either directly or by promotion from the Subordinate Service.

I am of opinion that appointment to the Provincial Service should be as a rule direct; a small proportion of appointments, not exceeding 10 per cent. of the total, may be filled by promotion of specially capable and deserving men from the Subordinate Service. The Provincial Service should consist of Inspectors and Deputy Superintendents; Inspectors recruited under this system should be gazetted after five years of approved service. Candidates for the Provincial Service should have passed at least the Matriculation examination; this standard should be raised as soon as practicable to the I.A. or I.Sc. examination in the case of Indians, or the Matriculation or an equivalent examination in the case of Europeans or Anglo-Indians. Appointment to the Deputy Superintendent grade may be made direct in the case of exceptionally capable or qualified graduates. Promotion from the Inspector to the Deputy Superintendent grade should be by selection, with due regard to seniority.

69311. (II) **System of Training and Probation.**—Candidates would first go through the ordinary college course, and on passing their final examination would go through a post-graduate course of at least one year under a specially qualified and experienced officer appointed as post-graduate Professor. On completion of this course, they would again appear before the Examining Board to pass in selected subjects. They would then be appointed as Inspectors or, in special cases, Deputy Superintendents. In the former case they should be on probation and under training in their actual duties for one year, receiving the minimum pay of the grade; in the latter they should be on probation for two years, one of which should be under training, receiving Rs. 150 per mensem, after which they may be confirmed in the lowest grade of Deputy Superintendent, or placed in the Inspector grade (if found unsuitable). The prospect of direct appointment to the Deputy Superintendent grade would tend to attract a still better class of candidates. Officers promoted from the Subordinate Service should go through the one year post-graduate course and subsequent examination.

In the course of a few years, as these higher trained men become available, a number of higher posts may be thrown open to the Provincial Service, at two-thirds the salary of the Imperial Service, especially as the establishment of a School of Tropical Medicine in Calcutta will enable them to go through as high a course of post-graduate scientific training, as will be obtainable anywhere. That well-trained graduates can be turned out from Indian colleges is shown by the remarks of Professor Steel and Colonel Raymond.

Professor Steel was Principal of the Bombay Veterinary College, before which he was Lecturer on Anatomy at the Royal Veterinary College, London. So he had considerable knowledge of both English and Indian students. Moreover, he was one of the most eminent Veterinary Surgeons of his time. In his annual report of the Bombay Veterinary College for the year 1887-88 he says:—"I am in hopes that the average amount of knowledge conveyed to our students before they become practitioners will equal that given in British schools, but differ somewhat in adaptation to Indian practical needs. Doubtless our best men will not equal the best European graduates, but they will not fall far short, and the discrepancy will disappear with time and the further development of the college."

Colonel Raymond, who was Principal of the Bengal Veterinary College for over 15 years, at the

meeting of the Veterinary Board, in 1908, stated that the standard had been raised in Bengal to such a point, that in bacteriology, pathology and chemistry it was below the standard of any English college, but as regards cattle diseases, surgery and infectious diseases and other things likely to be of use in this country he ventured to say that the standard was as high as any college anywhere.

As the Provincial Service will, to an extent, be recruited from the Subordinate Service, and as candidates who fail to qualify for the higher service will have to fall back on the Subordinate Service, the pay and prospects of the latter should be improved. I would suggest that the starting pay should be Rs. 50, rising by annual increment of Rs. 2-8 to 100 (in 20 years), and after 25 years of approved service the pay should be raised to Rs. 120.

69312. (III) **Conditions of Service.**—The Deputy Superintendents of the Provincial Service are uncovenanted gazetted officers recruited in India, and liable to be transferred from the college to the department and *vice versa*. The Inspectors are non-gazetted Provincial Officers recruited in India, and are also liable to be transferred from the college to the department and *vice versa*. The conditions of the Service are regulated by the Civil Service Regulations.

69313. (IV) **Conditions of Salary.**—At present there are three grades of Deputy Superintendents, as under:—

1st grade	...	...	Rs. 250—15—400
2nd "	...	...	Rs. 200—10—250
3rd "	...	...	Rs. 150—10—200

The number of officers in the Deputy Superintendent grade being small, they have to wait a long time before they can expect, by casualties or retirement, promotion to the next higher grade, and thus have to draw the maximum pay of their present grade for an indefinite period; the pay and prospects of the sister Provincial Services in Bengal, such as Executive, Judicial, Educational and Public Works, are much better than those of the Provincial Veterinary Service. Moreover, in the case of the former, certain appointments ordinarily held by Imperial officers are open to the Provincial Services. I would suggest that the minimum and the maximum pay of the Deputy Superintendent grade should be raised, and a system of progressive pay, which would result in an equitable flow of promotion instead of leaving this to chance, be introduced. The Deputy Superintendents should get from Rs. 250 to Rs. 500 by an annual increment of Rs. 25 (in ten years).

There are seven grades of Inspectors at present as follows:—

1st grade	...	...	...	Rs. 150
2nd "	...	...	...	130
3rd "	...	...	...	115
4th "	...	...	...	100
5th "	...	...	...	90
6th "	...	...	...	80
7th "	...	...	...	70

As regards the Inspectors, considering their hard and arduous work in the district, and also in connection with the glanders work in Calcutta and the suburbs, I suggest a progressive pay of Rs. 100, rising to Rs. 200 by annual increments of Rs. 10 (in ten years).

69314. (V) **Conditions of Leave.**—Study leave should be given on full pay. Privilege leave should be allowed to accumulate for six months; an officer should be allowed to take half the furlough due to him on full pay, provided he forfeits the remaining half; this would allow poorly-paid officers, and those with large families, who cannot afford to go on half pay, to take long leave, which they often need but cannot take. Otherwise leave and furlough rules should be the same as adopted for other Provincial Services.

69315. (VI) **Conditions of Pension.**—Full pension should be allowed on completing 25 years' service.

69316. (VII) **Such limitations as may exist in the employment of non-Europeans and the working**

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MR. E. H. BRAND.

[Continued.]

of the existing system of division of Services into Imperial and Provincial.—(a) No limitation exists.

(b) In Bengal there are two Imperial officers; one as Superintendent, Civil Veterinary Department, and the other as Principal, Bengal Veterinary College. The rest of the staff belongs to the Provincial and the Subordinate Veterinary Services. In the Department there are no Deputy Superintendents at present. In the college there are six Deputy Superintendents, the senior being designated Assistant Principal and the rest Lecturers. The actual teaching staff consists exclusively of Provincial Officers. Some of these officers have to lecture on subjects and perform duties similar to those lectured on and performed in other colleges by Imperial Officers. They have discharged their duties during the past 15 years with conspicuous success, inasmuch as the results and general standard of efficiency of this college for that period have been the most satisfactory of all colleges. This is borne out by the appended remarks of the Boards of Examiners and extracts from reports of the Inspectors-General, etc.

As regards the Inspectors, those working in the Department are placed in charge of a Division, and are responsible for the inspection and proper supervision of the work done at the dispensaries, horse and cattle fairs, checking outbreaks of infectious diseases, study of different breeds of cattle, etc. While those engaged in glanders work are responsible for the proper inspection of all stables and byres in their districts, and for combating outbreaks of infective diseases in cattle. There is also a Chief Inspector who supervises the work of the District Inspectors.

The Assistant Principalship of the Bombay Veterinary College is held by an Imperial officer, but in Bengal by a Provincial officer, where the duties have been carried on creditably since the establishment of this college. I, therefore, suggest that the Assistant Principalship should be reserved for the Provincial Service on special pay of Rs. 600, rising to Rs. 800 by annual increments of Rs. 40. I would also here cite the case of a former Bengal Provincial Officer, Mr. Burke, who has been appointed to fill an Imperial post of Professor in the Lahore Veterinary College on special pay. On appointment to these posts officers may be required to undergo a recognised post-graduate course in England or India.

69317. (VIII) **Relation of Veterinary Service with other Services.**—It bears no direct relation with other Services, but may be compared with other Provincial Services.

69318. (IX) **Any other points.**—The pay and prospects of the Veterinary Provincial Service at present compare unfavourably with other Provincial Services; the result is that very few well educated and better class men are attracted to it; and the veterinary profession, as a profession, is unpopular in Bengal for several reasons, religious and other. These prejudices are gradually dying, and the improvement in pay and prospects will materially help in this direction.

The Secretary of State, in his despatch of the 23rd January, 1903, states:—"And in this connection I would suggest that as the Department is now to be more or less closely confined to agricultural cattle, the veterinary colleges which are at work in India might, in future, be more largely drawn upon for suitable officials, and the staff recruited in Europe kept at the minimum necessary for the purposes of supervision." In a later despatch, in reply to a demand for an additional officer on the Imperial cadre, he gives the Government of India to understand that they need no such addition.

From the spirit of the aforesaid despatches it follows that indigenous agency should be trained for higher posts in preference to foreign enlistment. Provincial officers, as has been shown, have for years been carrying out the duties of higher posts satisfactorily; and in future, if specially selected men of approved service are appointed and undergo a course of post-graduate study, there is no reason why they should prove unequal to the higher charges that have already been, and

may hereafter be, thrown open to their division of the Service. The Board of Veterinary Conference held at Calcutta in 1908 suggested that suitable veterinary graduates may be sent to go through a special course to an English Veterinary College. The same procedure is adopted in the Agricultural Department.

In view of these declarations of the Secretary of State, I suggest that, if it is found necessary to create any additional appointments of the class at present held by officers of the Imperial Service, a proportion of such appointments should be added to the Provincial Service on a special rate of pay of Rs. 600 rising to Rs. 800 by annual increments of Rs. 40. This would not only be more economical, but would also have the effect of attracting a better class of men to join the Provincial Service.

69319. ANNEXURES TO THE ABOVE.

1. Extracts from Resolutions on the Annual Reports.

1911-12.—"The results of the final examination were satisfactory."

1909-10.—"The uniformly satisfactory result from year to year reflects great credit on Colonel Raymond and his staff."

1908-09.—"The high percentage (86.2) of the third year students who passed the diploma examination testifies to the efficiency of the instruction."

1906-07.—"The results of the last annual examination are highly satisfactory."

1904-05.—"The results of the examinations are, in the opinion of the Lieutenant-Governor, highly creditable to the principal and teaching staff."

1903-04.—"The results of the examinations of the three classes were extremely satisfactory, and the Lieutenant-Governor agrees with the Director of Land Records that they are highly creditable to the principal and the teaching staff of the college."

1902-03.—"These results reflect the greatest credit on the principal and his staff."

1901-02.—"The results of the examinations at the end of the year were creditable both to the students and the lecturers."

1900-01.—"The results of the examination were creditable to the students and their instructors in all three classes, more especially in the Diploma examination, in which all the candidates were successful."

1899-1900.—"The results of which were very creditable to the Principal and tutors."

1898-99.—"The results of the annual examination of the institution were most satisfactory."

2. Extracts from Inspector-General's Administration Reports.

1910-11.—"Taking the percentage of passes, Bengal stands first."

1909-10.—"This year the Bengal Veterinary College takes the lead as regards the percentage of graduates passed by the Board of Examiners. The results were considered to be very good."

1908-09.—"The results of the year's work are good; 38 out of 51 students passed the first year's, 37 out of 45 the second and 25 out of 29 the final year's test. Taking all things (College) into consideration, the results of the work done are satisfactory."

1901-02.—"The Examining Boards have reported very favourably the results of the Punjab and Bengal Veterinary Colleges."

1900-01.—"Bengal again heads the list so far as the percentage of passes are concerned."

1899-1900.—"Bengal heads the list, and it is satisfactory to learn that in the important subject of operative surgery the students showed scientific skill."

1898-99.—"The success obtained at the Bengal Veterinary College is most satisfactory."

1897-98.—"This school has made most rapid strides during the past year."

3. Examiners' Remarks.

1911-12.—"We consider the results to be satisfactory."

1910-11.—"We consider the results to be very satisfactory, reflecting credit on the teaching staff."

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Mr E. H. BRAND.

[Continued.]

1909-10.—“We are glad to be able to report a considerable improvement in the standard of education; this is specially marked in the practical subjects. We consider the results to be very good.”

1908-09 and 1907-08.—“We consider that the results are very satisfactory.”

1906-07.—“The Board is of opinion that the above results are very good, and reflect great credit on the Principal and teachers.”

1904-05.—“The Board considers that as a whole the students display a very good knowledge of the various subjects.”

MR. E. H. BRAND, called and examined.

69320. (Chairman.) The witness was Assistant Principal of the Bengal Veterinary College, and was a member of the Provincial Veterinary Department.

69321. The salaries in the Provincial Veterinary Service in Bengal did not compare favourably with other departments. The Inspector grade started at Rs. 70, rising to Rs. 150. He suggested it should commence at Rs. 100, rising to Rs. 200. He also recommended that the Deputy Superintendents who now received Rs. 150 rising to Rs. 400 a month should go from Rs. 250 to Rs. 500.

69322. There were six Deputy Superintendents in Bengal, all of whom were employed in the college. None were employed out of doors. They were graduates of an Indian college. Some had gone through a post-graduate course. They were specially selected men. None of them had been to England. Some of them had to perform duties similar to those performed by Imperial Officers. For instance, the Assistant Principal of the college in Bengal was a Provincial Officer, whereas the Assistant Principal in the college at Bombay was an Imperial Officer. Yet the Assistant Principal's duties in Bengal were heavier and more responsible than those of the Assistant Principal in Bombay, or the corresponding officer in the Punjab (who was also an Imperial Officer), inasmuch as in Bengal the Assistant Principal was the senior teaching officer, while in Bombay and the Punjab the Principal was the senior teaching officer. The hospital duties in Bengal were heavier, owing to a different system of management and to the fact that the Assistant Principal was also senior resident officer. The witness's salary started at Rs. 150 rising to Rs. 400, and Imperial Officers started at Rs. 500, rising to Rs. 1,200 in the course of time. He sometimes discharged the duties of Principal in the absence of the head of the college. During the vacation he took charge of the college.

69323. He suggested that in the course of time, as men were trained more highly, more opportunities should be open to the Provincial Service to enter the Imperial Service.

69324. The best means of recruiting officers to the Imperial Service would be by direct appointment, but capable provincial officers of experience, who had done good work, should have a chance of being promoted. He would not at present recruit direct to the Imperial Service in India; he would insist on a course in England. He had not himself been to England. The Provincial Officer promoted to the Imperial Service should take a post-graduate course in England. If a Central Veterinary College was instituted in India the course in England might be obviated, but the Veterinary Department was so small, and

there were so few vacancies that there would be very few students available, and a central college would not be worth the cost.

69325. Under his scheme, the men who were appointed direct as Inspectors at Rs. 100 a month would have been trained in the same classes as the men who would enter direct as Deputy Superintendents. He did not anticipate that that would lead to any administrative difficulties. A specially qualified Deputy Superintendent might be recruited direct without having to pass through the Inspector grade.

69326. Twenty to twenty-five students took diplomas every year. The majority of those entered the service as veterinary assistants. Of the rest, some went to other provinces, or waited for appointments, and a few went into private practice. Those who did not obtain the diplomas went into other departments. There was accommodation at the college for about 160 students. Students from other provinces than Bengal were taken in, and the majority of them obtained appointments in the Service.

69327. It was reasonable that Europeans coming out to India should be paid upon a higher basis of salary to the officer recruited in India. If opportunities were given to Provincial officers to enter the Imperial Service, the promoted officers would be satisfied with lower rates of pay than those granted to Imperial Officers.

69328. The ground on which he recommended that study leave should be given on full pay was that an officer was going to improve himself in order to take up a higher post, and also he probably would be a man with a family.

69329. His reason for pressing that full pension should be allowed on the completion of 25 years was that in the Veterinary Department an officer's work was continuous; he had to work on holidays and Sundays. Further in Technical departments, officers had to spend several years in acquiring their technical training before they began to serve. The average age of recruitment was 23 to 25. In asking for a reduction in the period of service, he did not consider 53, 54 and 55 too advanced an age for an officer to be serving in the department.

69330. (Sir Valentine Chirol.) Poor prospects in the subordinate service accounted for the disparity between the numbers contemplated and the actual number at present in the college.

69331. He would not press the claim for full pay while on study leave if the salaries of the officers in the department were increased.

69332. (Mr. Madge.) If a man failed the first time, he was allowed to go up on two or three subsequent occasions. There was no strict limit laid down.

(The witness withdrew.)

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At Madras, Monday, 26th January, 1914.

PRESENT :

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

SIR VALENTINE CHIROL.

FRANK GEORGE SLY, Esq., C.S.I.

WALTER CULLEY MADGE, Esq., C.I.E.

HERBERT ALBERT LAURENS FISHER, Esq.

And the following Assistant Commissioner :—

LL. E. BUCKLEY, Esq., I.C.S., Commissioner of Revenue Settlement, Madras.

R. R. SCOTT, Esq. (*Joint Secretary*).

D. A. D. AITCHISON, Esq., Principal, Madras Veterinary College.

Written Statement relating to the Civil Veterinary Department.

69333. (I) **Methods of Recruitment.**—I think the present method is probably the best which could be adopted, and I have no suggestions to make.

69334. (II) **System of Training and Probation.**—A newly appointed officer to the Department will, as a general rule, be young and inexperienced. It is essential that such men, even though they possess the most up-to-date professional training, should also be trained in the special work they will have to do in this country. They should therefore be posted under experienced officers for a period of about two years before they are given independent charge. Unfortunately, a shortness of officers in the department has not always permitted such a system to be followed, and junior men with not more than a few months' experience of India have been posted as "Reliefs" to act in independent charge. It is only in such cases that I consider the present system of training falls short of what is desirable.

The present period of probation might, with advantage and justice to junior officers, be reduced from five years to three years. Five years is a long period of probation to serve if one does not happen to be selected for continuation of service. Government work is of an entirely different nature to that of a private practitioner. In the first place, an officer is debarred, and very unjustly I consider, from private practice—even the examination of a horse for soundness. After five years' loss of experience and being out of touch of practice for that period, it would be most difficult for any one to return to it with much hope of success for several years. Three years would seem a more reasonable period of probation.

69335. (III) **Conditions of Service.**—Since the abolition of the appointment of Inspector-General of this department on 1st April, 1912, we are a department without a single higher paid appointment, and we have been deprived of the only opportunity we had of earning the enhanced pension of Rs. 6,000 per annum. In consideration of this admitted hardship, it seems reasonable to expect that the Government of India will be willing to consider such representations as the officers of this department have already submitted in the form of memorials. The increase of pay, which I suggested as best calculated to meet the requirements of equity, was that the annual increment of Rs. 40 should continue unbroken to the close of the twenty-fifth year.

69336. (IV) **Conditions of Salary.**—Apart from any reason mentioned above in connection with "Conditions of Service," why the officers of this Department should be given an increased scale of pay, it has been the experience of myself and many other officers that a salary which, before we came out to India, we considered liberal, we find in reality that it is inadequate to meet the requirements of a home in India. By the time an

officer of this department reaches his maximum pay, viz., Rs. 1,200 after 20 years' service, it is reasonable to presume that he has household and family expenses. Were all the advantages of home education and surroundings available out here, there would not be the same ground for discontent at the amount of our maximum pay. It is necessary, however, to send children home for education and home influences, and I think it is not expecting too much that one's maximum pay should be sufficient to meet such necessary expenditure. Each year, unfortunately, living becomes more expensive in India, and one's pay more inadequate, so that the necessity for readjustment of salaries in this department is strongly justified.

69337. (V) **Conditions of Leave.**—Very few departmental officers can afford to take more than about one-quarter of the leave due to them on account of leave being on half-pay. I believe that, if only half of the present amount of leave could be earned on full pay instead of the full amount on half-pay, the majority of officers would avail themselves of it and would, consequently, remain much fitter and more energetic than men who are compelled to live for long stretches of time in India could possibly do.

69338. (VI) **Conditions of Pension.**—My remarks on this are necessarily in continuation of those on Heading 3. In view of our present inability to attain to the enhanced pension of Rs. 6,000, which was previously within our scope, the amount of pension should be increased so as to be equivalent to the sum of £500 sterling at 25 years' service, an amount which is considerably less than that for which I might have made myself eligible if the conditions prevailing at the time of my joining the Service had not been altered.

69339. (VII) **Limitations to the employment of non-Europeans.**—There are no limitations in the Indian Civil Veterinary Department.

Since the abolition of the Inspector-Generalship of the department there does not appear to be the same necessity for the department remaining Imperial except that it is a very small department, and that for the purpose of leave a small relief staff is necessary.

I believe that, if the department were provincialised, the local governments would rescind the rule that officers of the department are not allowed to practice. At present, this rule operates in Madras, to the great disadvantage of the public, who have to put themselves under an obligation to either Mr. Ware or myself if they want the opinion of European Veterinary Surgeon.

69340. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—Both the educational and the executive branches of this department come directly under the control of the Board of Revenue.

I consider this arrangement works admirably and could not be improved upon.

MR. D. A. D. AITCHISON called and examined.

69341. (*Chairman*.) The witness had occupied his present position since February, 1909. He had completed nearly eight years' veterinary service in India, and five and a half years in South Africa.

69342. He looked forward to the time when the Service would be largely staffed by Indians, if the

proper men were selected, and sent to England for training. Before Indians were promoted to the Imperial Service they should be sent to England with the object of passing through the Royal Veterinary College, and of seeing English veterinary practice. An English qualification for

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Mr. D. A. D. AITCHISON.

[Continued.]

the superior ranks of the Service was essential. He did not consider the veterinary colleges in India could educate up to the required standard at the present time. The staff in the Madras Veterinary College consisted of himself, as Principal, an Assistant Principal, and three Indian lecturers. His contention was that under the present circumstances the Provincial College fell appreciably short of what was essential.

69343. It would hardly be worth the while of Government to go to the enormous expense which the institution of a central college in India would entail for the sake of filling the higher ranks of the Veterinary Departments by direct recruitment in India. He did not see where the overflow from such a college would be employed. There was no private practice, and if the central college was going to try to compete with the English colleges, special professors would have to be recruited. Therefore, both on the score of economy, and of efficiency, the English training was the best. He would let the Indian veterinary colleges develop with the advancement of agriculture and scientific work, provided the necessity for private practitioners was established. He had to admit, however, that he did not see any likelihood for the native practitioner, as Government at present did the work free.

69344. The Department was decidedly understaffed for the purpose of leave and training. He suggested that the Imperial Department should be increased. He wanted another officer for duty at the college. The work of the college had increased considerably during the last five or six years, and would go on increasing, and he himself could do no more work than he was at present doing.

69345. He suggested as a compensation for the loss of the Inspector-Generalship a considerable increase in the general time-scale. Since the Imperial horse-breeding was handed over from the Civil Veterinary Department to the Remount Department there had not been the same necessity, as there was formerly, for an Inspector-General. With regard to the complaint that the Service was suffering from the lack of a technical head, that difficulty could be surmounted by the appointment of the senior Superintendent as Veterinary Officer to the Government of India.

69346. He recommended that officers should be allowed private practice. There was no room for an independent private practitioner in the Province, and therefore any member of the community who desired help had to put himself under an obligation to the Government Veterinary Officer. He thought the privilege of private practice could be allowed, without undue prejudice to the work of the Department, because up to the present he had never refused to oblige people. He did not suggest that if private practice were allowed the salaries should be correspondingly decreased, but he would lay it down as a rule that an officer should only be allowed to practise with the permission of his Government, and he would limit the concession to consulting practice.

69347. (*Sir Valentine Chirol.*) The cattle and dog practice was all done free at the College.

69348. (*Mr. Sly.*) The salary of the Assistant Principal of the College was Rs. 200 rising to Rs. 400. The lecturers' salaries were respectively Rs. 120 to Rs. 200, Rs. 100 to Rs. 150, and Rs. 80 to Rs. 120. There are 20 students in each year. The full course lasted three years. The scale of

(The witness withdrew.)

G. T. D'SILVA, Esq., Assistant Principal, Madras Veterinary College.

Written Statement relating to the Civil Veterinary Department.

69357. (I) **Method of Recruitment, and (II) Systems of Training and Probation.**—Under both these heads I consider the existing systems and methods suitable, and have no suggestions to offer.

69358. (III) **Conditions of Service.**—I suggest that:—

(a) In regard to promotions to higher appoint-

salary attracted the best class of officer obtainable. They were all young men, and to all appearances they were very satisfied to be in the College. As the work increased, and the College expanded, and the men got older, he would suggest that there might be a revision of grade pay.

69349. The prospects in the Provincial Service for Veterinary Assistants, Veterinary Inspectors and Veterinary Deputy Superintendents were sufficient to attract a certain class to the profession, but the best class of Indians would never be attracted to the veterinary profession at all, except in very exceptional cases.

69350. At present there were two Imperial officers in the Veterinary Department in Madras. Both worked independently of each other, and both reported independently to the Board of Revenue. They were not under the Director of Agriculture, but directly under the Board. That had been found to be a most satisfactory system. If there was an increase in the number of Imperial Veterinary Officers in Madras the present system would be still satisfactory, provided the Commissioner could undertake the work, but as the Department grew, the Commissioner might think it would relieve him of some of his work if they were put under the Director of Agriculture. Provided the Director of Agriculture was an Indian Civil Service man with a certain amount of experience and service, well and good, but if the Director of Agriculture was taken from the Agricultural Department it would be very unsatisfactory indeed for Veterinary officers to serve under him. The position would be intolerable. A system under which the senior officer in the Civil Veterinary Department would hold the position of Adviser-General for veterinary work to the Government would be quite satisfactory.

69351. (*Mr. Fisher.*) To all intents and purposes the Veterinary Service was a Provincial Department, except in name.

69352. He did not think there was anything in the argument put forward to the Commission, that one of the reasons for re-establishing the Inspector-Generalship was that the Inspector-General enabled the Veterinary Department in one Province to become acquainted with what was going on in another Province. He thought the Inspector-General might occupy the whole of his time on inspection duties throughout India, but that would be a life which no man could stand.

69353. No religious objection was taken to the Veterinary Department. That was a question he had put to all Brahman students when they entered the College, but they all replied that they had no objection.

69354. (*Mr. Madge.*) He did not think men trained in India were equal to men trained at home, because results of experiments in India were reported to the central schools in England, and they were probably as well up to date in England in Indian diseases as the latest research man in India. The training received in England would fit a man for service in any part of the world.

69355. (*Mr. Buckley.*) Five years was too long a term of probation. If a man did five years' Government work in India he gradually became unfitted for private practice in England. He thought a man would easily prove himself fit, or otherwise, within three years.

69356. Private practice kept a man up to date in his work.

ments no distinction be made or preference given to graduates possessing higher educational qualifications. The matter should depend upon professional capabilities.

(b) The system of requiring newly-passed graduates to enter into agreements to serve the department for a period of five years be discontinued and that they be permitted to take up service in the department voluntarily. The necessity of the agreement system arose from the

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Mr. G. T. D'SILVA.

[Continued.]

difficulty experienced in getting the majority of passed graduates to enter the service chiefly owing to the low scale of salary upon which they had to begin service; if then the starting salary were increased to Rs. 50-5-75, it would encourage and attract graduates and do away with the necessity of adopting the method of compulsory service.

(c) The rules and conditions relating to private practice, as at present exist, be cancelled, and all officers of the department permitted to practise, without any restrictions as to scale of fees, etc., provided it in no way interferes with the performance of their legitimate duties.

(d) Instead of tuition being free and students joining college having to enter into agreements for three years, a nominal tuition fee of, say, Rs. 5 monthly be prescribed and no agreement be entered into.

69359. (IV) **Conditions of Salary.**—As the starting salary in the executive branch of the

department is too little I suggest that the following scale of salaries with grades be adopted:—

Annual increments:—

Second-grade Veterinary Assistant—Rs. 50-5-75.

First-grade Veterinary Assistant—Rs. 75-5-100.

Second-grade Veterinary Inspector—Rs. 100-10-150.

First-grade Veterinary Inspector—Rs. 150-10-200.

For the educational branch of the department I suggest that the teaching staff be placed on the same footing in regard to salaries, allowances, etc., as those in Veterinary Colleges of other Presidencies.

69360. (VII) **Such limitations as may exist in the employment of non-Europeans and the working of the existing system of division of Services into Imperial and Provincial.**—There are no limitations to the employment of non-Europeans.

69361. (VIII) **Relations of Service with the Indian Civil Service and other Services.**—The educational and executive branches of the department are under the control of the Board of Revenue.

MR. G. T. D'SILVA called and examined.

69362. (Chairman.) The witness held the position of Assistant Principal of the Madras Veterinary College. He had fourteen years' service. He had occupied his present position since December, 1903. He passed out of the Bombay Veterinary College in 1895 and was appointed to be one of the inspecting officers at Penang, where he stayed only for three months. He returned on account of ill-health, and was appointed to the Bengal College as one of the teaching staff. In 1897 he was again taken ill, and was obliged to resign. He held no other appointment until 1900, when he was appointed as Veterinary Overseer in the Civil Veterinary Department of the United Provinces. His services were later transferred to the Army Remount Department at Babugarh. From there he was applied for by the then Superintendent to join him as an Assistant Principal in Madras. He had therefore had considerable experience in different parts of India. He himself had no education qualification, but his colleague at the College was a matriculate.

69363. No preference should be given to graduates possessing high educational qualifications in making selections for higher appointments, but promotion should depend entirely on capacity as shown in the Service, the work being more of a practical nature which could only be gained from experience. Educational qualifications should be taken into account, but first consideration should be given to practical capacity. He agreed that officers recruited direct from India should have the full advantage of an English training, i.e., take special courses in England to render them more fit for service in higher appointments than those of Inspectors and Deputy Superintendents, which latter appointments should be given upon consideration of fitness, seniority, experience, and class, without English training, but where a man displayed exceptional ability in the subordinate Service, he should be given the opportunity of promotion, without an English education.

69364. He desired to abolish the agreement which recruits had to enter into, of remaining in the Department five years. That agreement was peculiar to Madras. The object of Government in insisting on the agreement was to prevent men, after obtaining their diplomas, from refusing to serve in the Department. Students when they entered the College had now to sign a three years' agreement. That arose in the following way. When the College was first organised it was proposed that graduates passing the College should start on a salary of Rs. 50 to Rs. 75 a month. Under those conditions no less than 600 to 1,100 applications were made. Subsequently the rate of salary was lowered to Rs. 30 rising to Rs. 50, and from that time the number of applications fell off. The students at the College on hearing that their starting salaries would be reduced, left in

large numbers. In order to overcome those difficulties, the agreements just referred to were drawn up. He would ensure the same result by offering a sufficient inducement in the way of salaries. If the salaries were increased there was no particular reason why the agreement should be abolished, but he thought that if the pay was raised the necessity for an agreement would disappear.

69365. He asked permission to take up private practice. Private practice was at present permitted but under undesirable restrictions and conditions which should be cancelled. The same concessions were asked for as had already been granted to the Medical Service. He would have time to spare for it. The amount of practice—which should be of the consulting kind—would be quite substantial.

69366. With regard to the educational branch of the Department, he suggested that the teaching staff should be placed on the same footing as regards salary, etc., as officers in other Provinces. In the Madras Veterinary College there were five men in the Subordinate Service. In the Bombay Veterinary College the Principal and Assistant Principal were Imperial Officers, and had six lecturers under them. In Bengal College there were six. He recommended that the salaries, allowances, grades, etc., should be on the same footing as those of Bengal, as the amount of work in the two Colleges was much the same. The educational Staff should receive higher salaries than Deputy Superintendents engaged in out-door work, because their responsibilities were much greater.

69367. It would be very difficult to suggest any means of encouraging private practice, because there was very little private practice to be had in India among cattle. All work was done free by Government. The only method he could recommend was to enlarge the Department, and spread it over a large area, so as to enlighten the natives of India to the fact that veterinary surgeons desired to do good. He thought the expenditure involved by this would be remunerative. It was so at present as regards work in connection with inoculations against cattle plague, and so on.

69368. (Mr. Sly.) Students in the College paid no fees. They were given twenty scholarships in each year, eighteen of which were of Rs. 10, and two of Rs. 20, the latter being granted only to graduates. Practically the students received their education at Government expense.

69369. The reason why a good many posts in the cadre of Deputy Superintendents were unfilled was that there were no competent men available at present.

69370. The College had no post-graduate course for graduates, but such a course could be arranged.

(The witness withdrew.)

9 February 1914.]

At Bombay, Monday, 9th February, 1914.

PRESENT :

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

SIR VALENTINE CHIROL.

GOPAL KRISHNA GOKHALE, Esq., C.I.E.

WALTER CULLEY MADGE, Esq., C.I.E.

FRANK GEORGE SLY, Esq., C.S.I.

HERBERT ALBERT LAURENS FISHER, Esq.

R. R. SCOTT, Esq. (*Joint Secretary*).

J. D. BUXY, Esq., Deputy Superintendent, Civil Veterinary Department, Bombay.

Written Statement relating to the Civil Veterinary Department.

69371. (I) **Method of Recruitment and (II) Systems of Training and Probation.**—The present method of recruitment of men in the Subordinate Civil Veterinary Department is as follows:—

Men who have some knowledge of English and who are above 16 years of age and below 19 can join the Bombay Veterinary College provided they are physically fit. Here a course of three years has to be undergone and three examinations for the three years taken by a Board of Examiners, and when at the end of three years the student has passed according to the rules laid down, the student is qualified as Graduate of the Bombay Veterinary College. All the examinations are oral and practical.

After passing the examinations a graduate may get a service in the Subordinate Civil Veterinary Department, if there happens to be a vacancy. This very much depends on the various District Local Boards who maintain the Veterinary Dispensaries; if the financial circumstances of the District Local Boards are poor no dispensaries are opened and the Veterinary Assistants must either join some other Service or go away from this Presidency. No guarantee for service is given by Government.

Government, however, give a monthly scholarship of Rs. 15 to deserving students during their three years' studies. There are 21 such scholarships.

The present system of recruitment was so far workable when this science was hardly understood by the mass of uneducated people, and even educated people availed themselves of this science to a limited degree. But times have much changed within the last two decades, and this Service has made a headway so far as to make the people understand its utility, and with this progress, together with the progress of education in India, people take or like to take much more advantage of this science, but it is regrettable to note that the development is so slow that no appreciable benefit can be made visible. But there is no doubt that the science is making a very steady progress in very good, deserving, and useful work. However, it is very urgently necessary that a more and fuller scope be given and a better system be now adopted, and that higher knowledge in this respect be imparted.

It was all well and good for the men who had passed years ago, with a very preliminary knowledge, to advertise veterinary science, but now it does not require any advertisement but high professional knowledge to work out good results, and thus make this science more popular and of further utility both to the public and to State. To do this thoroughly it is very desirable to go to the very root and first of all to start this profession on a better basis and impart an up-to-date and thorough knowledge of the veterinary science to the students who pass out from the Veterinary College. It is, therefore, quite necessary that the present curriculum of the College be changed and a higher course of studies be introduced. To do this the College staff requires to be strengthened by at least three European professors from home who have a thorough knowledge of their subjects. The three professors required should be specialists in their

subjects, viz., a "Pathologist," an "Anatomist," and a "Hygienist." When the staff is thus strengthened it would be desirable that the entrance to the college be raised to at least Previous examination.

Every year only a limited number of the most suitable type of Previous students should be selected from the candidates that may apply for admittance. The course in the college should be raised from three years to four years, and a thorough grinding in the different subjects be given, more attention being particularly paid to work in connection with cattle than horse. The college should be affiliated to the Bombay University, and a university degree granted. Besides practical and oral examination a written paper in important subjects should be set. To make this service more popular, Government should at least guarantee every year two posts to the first who pass out in their final examination.

Probation.—On passing out, those men who are selected for service in the Subordinate Civil Veterinary Department should further undergo a course of training in bacteriological work at the Imperial Laboratory at Muktesar for a further period of ten months and then put in a period of two months in the office of the Superintendent, Civil Veterinary Department, to undergo a knowledge of office work. From the date the man has been selected for appointment to the Subordinate Civil Veterinary Department he should receive his pay until he completes his period of deputation, at the rate of Rs. 50 a month. After this period he should be given charge of a dispensary but still kept on probation for two years when he should receive Rs. 60 a month until he is confirmed, when he should draw Rs. 75 per month. (Within two years he must know the language of the district where he is stationed.) During the probation at the laboratory if a student does not prove to be fit he may be given a further chance for two months, and even at the end of this period if he still proves a failure he may be dispensed with. Thus, after passing out of the college until he is confirmed the man will draw within three years his pay at Rs. 75. If after a probation of two years in a dispensary he shows no initiative power or he is unable to spread the veterinary knowledge in a satisfactory manner his services should be dispensed with.

69372. (III) **Conditions of Salary.**—After seven years' approved service a man must be promoted from Rs. 75 to Rs. 100, and after further service of ten years he should draw his maximum of Rs. 125 as a Senior Veterinary Assistant.

The Inspectors, who should be selected from the most able men, irrespective of seniority, should start on Rs. 125 (if selected from the Rs. 75 or Rs. 100 grade) and put on a probation for two years before getting the pay of the Inspector, which ought to be Rs. 150 per month, rising to Rs. 200 by Rs. 10 increment every year.

The Deputy Superintendents should be selected from the most able men serving in the Inspectors' grade, irrespective of seniority. They should start on Rs. 250, rising to Rs. 450 by annual increment of Rs. 25.

69373. (IV) and (V) **Conditions of Leave and Pension.**—Leave and pension rules for this depart-

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ment should be on the same lines as prescribed for the Provincial Civil Service.

Some consideration of pension should be made regarding the past services of the Veterinary Assistants when they were Local Board servants and then transferred to this department. A majority of them are prepared to pay half pension contribution.

69374. (IX) General.—The pay shown here seem very liberal, but a close scrutiny will show that if we want this service to be more popular, productive, and efficient it is absolutely necessary to give these pays, looking at the hard work that will be required of them to do and the thorough studies they will have to undergo. Their work in their respective charges will not be limited only to treatment of animals but as Veterinary experts in their own areas. They will do original and research work as well as advise people on live-stock and popularise the science all round. They can be useful helpers to Revenue officials during famine and scarcity; they can look after improvement of cattle, etc.

With such a staff, well paid and well educated, it is quite certain that the work in this direction will within a very short time show very useful and interesting results. To supervise such a staff it is quite necessary that there should be two officers of the Imperial Department in a Presidency like Bombay, and at headquarters of each of these men there should be a small laboratory for practical and research work.

If the Government were to see their way this Service can be still further made popular if two or three appointments of Superintendents in India are specially reserved, as in other Provincial Services, for Indians. These men should be experienced men, who have at least put in 20 years' service in the department, of which at least five as Deputy Superintendent. The pay of these men should be at least Rs. 550, rising to Rs. 700 by Rs. 30 per annum increment. The name Subordinate Civil Veterinary Department should be changed into Bombay Civil Veterinary Service, and the Veterinary Assistants to be called Veterinary Assistant Surgeons.

In conclusion, it will be seen that looking at the arduous nature of the work a veterinary man has to do dealing with animals, the suggestions made above to better their prospects and at the same time better the Service and make it popular and efficient are quite necessary. Even Arts graduates will be found to join the Veterinary College if they find the salaries suitable, and with educated men joining the department the department must develop, and there is ample field in India for its development, not only as regards treatment of animals but in all respects which deal with live stock. Contagious diseases and famines have been constantly carrying off cattle worth lakhs of rupees, which means a great loss both to public and to State in revenues. This department is still in its infancy and must be made attractive to entice the best young men to join and with their combined labour to find out means and ways to combat with diseases and scarcities.

If compared with any other professional service, it will be seen that the Veterinary Service is not only the most poorly paid for the work it has to do, but has no future. This is a most important branch of the Agricultural Department, and as such it ought to receive all help and impetus in its birth to make it efficient and useful in future. With the very poor pay offered at present the men recruited are only third class, and with such a staff it is quite impossible to even develop this department to any great utility.

The pays suggested in these notes are most absolutely necessary if good men are required to join. The pays mentioned are in no way exorbitant if compared with the present sanctioned scale. According to the present scale a man receives Rs. 30 per month, rising to Rs. 100 within 25 years, while the scale suggested here is that a man starts on Rs. 50 and rises to Rs. 125 in 20 years, which cannot be said to be too much. Only the starting pay and for the first three years the salary is kept high because at this time only when a man is just starting in life he feels the pinch, and taking into consideration the high price of living, which has increased by nearly 25 per cent., the pay suggested is very essential. In this Service in the Presidency up to date the majority is of Bráhmíns, who are supposed to be very economical in their living, but even they feel that Rs. 30 a month with a family of about four or five persons to maintain in such dear days is quite impossible, and what could they save or lay aside for their children at the time of death or incapacity to work? The work of Veterinary men is fraught with dangers—they have to work with animals and not with human beings. Their constant travelling in all climes, etc., generally deter their health sooner than of men serving in other Services.

If as I have noted above Bráhmíns, who are proverbial for their economy, feel the difficulty in these days, it is best imagined what men of other castes, like Christians, Parsees and Mahomedans would feel. Their ways of living are quite of a different type, and it is next to impossible for them to accept service in this department on Rs. 30 a month, with hardly any prospects in the future. It is, therefore, for this reason only that we have hardly five or six men of other castes serving as Veterinary Assistants in this Presidency.

There is at present much importance given to higher education. I do not see why education in the Veterinary Science should not receive its due share.

From my personal experience of nearly 12 years in this Presidency, I say that the men just now recruited from the Veterinary College may be good, but not of the type one requires to popularise a new service and make it efficient and useful, and I am of opinion that a thorough revision of the department is necessary, keeping only one point in view and that is "the efficiency of the Service." Some may think that these proposals are very expensive, but I can confidently say that what little expense the State will have to make in the beginning will be thoroughly recompensed in the near future when it has been efficiently worked up.

MR. J. D. BUXY called and examined.

69375. (Chairman.) The witness was a Deputy Superintendent in the Civil Veterinary Department. He entered the Service in 1901, at which time he was a passed student of the Bombay Veterinary College. The other four members of the Provincial Veterinary Service had the same qualification.

69376. Men of a suitable class would be attracted to enter the Veterinary College by the prospect of a salary of Rs. 50 a month.

69377. There would be no objection to recruiting men from outside for the higher appointments, but it would be far better if they rose through the ranks, as they would have more experience, and practical knowledge of the work.

69378. Men who after completing their course in the Veterinary College did not enter Government Service, usually joined the service in some other Province, or went into other departments of the State, or started in private practice. There was very little private practice to be had. The majority of students entered Government Service.

69379. It would improve recruitment if guaranteed posts were given to the two or three top men passing out from the College.

69380. He agreed with the proposal that State aid might be given to exceptional students to enable them to go to England. If the standard of the Indian college course was raised, students might fit themselves for an English course

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leading up to a degree. He would make it an essential condition that before an officer joined the Imperial Service of the Veterinary Department, he should undergo a course in England for a short period.

69381. The years of service which men served formerly under local boards should be counted towards pension. Some of these men had put in as many as 10 or 15 years' service under the old conditions.

69382. He suggested the reservation of two or three appointments of Superintendent in India for Indian officers of at least 20 years' service. He considered that such officers would be able to carry out their administrative work in that responsible position with the same ability as younger officers who had received a higher training. A great deal of experience was required for carrying out the work of a Superintendent and men with 20 years' service would have that experience.

69383. He admitted that the training in the local colleges was very deficient at the present time. His aim was to get the standard of the college course raised, so that men might be made fit to hold higher appointments. It would be of great benefit to have one central college for the whole of India. An alternative was to have colleges in the various Provinces, with a uniform course and a uniform standard.

69384. (Mr. Madge.) One of the reasons why there was but very little private practice was that ryots had not progressed sufficiently to take advantage of veterinary science; they had their own views of treating animals, and did not require the services of Veterinary Assistants. There was nothing to commend their treatment of animals; it was simply prejudice.

69385. The other reason was that these were Local Board Veterinary dispensaries which treated animals free and hence people do not care to call in a Veterinary Assistant and pay him.

69386. With regard to his recommendations for improving teaching in Indian Veterinary Colleges,

(The witness withdrew.)

he had not calculated what would be the cost of bringing out suitable men as professors. At present it would be far better that qualified men should be brought out from England, than that Indians should be sent to England, but when veterinary science had progressed to a much greater extent in India, it would then be a question whether men should not be sent to England.

69387. With reference to the facilities which existed in India at the present time for original work and research work, there was the Imperial Bacteriological Laboratory at Muktesar, and in certain of the Provinces there were smaller laboratories attached to the Superintendent's office. He was of the opinion that all research work should be carried out in one central institution.

69388. (Mr. Fisher.) No Indian University granted a degree in veterinary science. If the course was raised, as he proposed, there was reason to suppose that the Universities would grant such degrees. One particular advantage which would ensue if his recommendation was carried out would be that the English Universities would recognise the degree, and thus give students exemption from a certain number of years' study.

69389. This would enable many young men to go to England and get experience and an English degree, which at present was very difficult owing to the heavy expense of living in England for 4 or 5 years in order to get an English qualification.

69390. (Mr. Sly.) He joined the department as Special Assistant to the Superintendent to carry out work in connection with inoculations against rind pest, and to diagnose certain contagious diseases in the Presidency. He started on Rs. 75. He had previously undergone a three years' course in the Bombay Veterinary College.

69391. Private students in the college of whom there were very few paid Rs. 60 a year. Students holding Government scholarships paid nothing. The whole of the students of the college were being trained with the idea of entering Government service.

K. HEWLETT, Esq., Principal, Bombay Veterinary College.

Written Statement relating to the Civil Veterinary Department.

69392. (I) **Methods of Recruitment.**—The present practice of recruitment is briefly as follows. The Principals of the chief Veterinary Colleges in the United Kingdom are informed of impending vacancies, and invited to suggest names of likely candidates, and the vacancies are also in some cases advertised in the Press. Independent confidential inquiries are made regarding candidates whose names are received through these and other sources by Veterinary-Colonel A. E. Queripel, late Inspector-General of the Indian Civil Veterinary Department. The more promising candidates are then interviewed in the Revenue Department of the India Office, and selected by the Secretary of State, who bases his selection on a consideration of the information collected from different sources. Endeavour is made to obtain men who have either taken the post graduate course of the Royal Veterinary College, Camden Town, or who have laboratory experience as demonstrators or assistant lecturers, and candidates are encouraged to improve their qualification by taking the post graduate course. Candidates must not (except on special grounds, to be approved by the Secretary of State) be over 26 years of age, and must possess a diploma of the Royal College of Veterinary Surgeons. Evidence of a knowledge of bacteriology and of capacity for carrying out original research is specially taken into account in estimating the claims of candidates. Good health, a sound constitution and active habits are essential, and candidates must be physically fitted for service in India.

The present method of recruitment is satisfactory.

69393. (II) **System of Training and Probation.**—The standard of professional knowledge required by the Royal College of Veterinary Surgeons, combined with the post-graduate course at the Royal Veterinary College, Camden Town, is quite sufficient professional training for a newly joined officer of the Indian Civil Veterinary Department. The young officer on arrival in India is supposed to be trained in the ways of the country and administration by a senior officer, and is posted for training for that purpose. This is quite satisfactory in theory, but in practice it is not considered satisfactory, because, owing to a shortage of officers, the new recruit is put into a responsible position long before he has been sufficiently trained. It is generally held that a newly joined officer should be under training for two full years, and that this time should be spent partly at a Veterinary College, partly under a Superintendent of a Province, and partly at the Muktesar Laboratory. During these two years full facilities also should be given the recruit to learn the vernacular of the Province to which he is posted.

The present period of probation extends to five years. It is generally held that this is an excessive period, and that three years' probation would be sufficient. It has been urged that, if a man's services could be dispensed with after five years' service in India, under the special conditions of the department, he would find very great difficulty in obtaining other suitable employment, and that it is quite possible to arrive at a correct opinion as to a man's suitability after three years. This is probably quite true, and the period of probation might be reduced to three years with advantage both to Government and to the probationers.

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69394. (III) **Conditions of Service.**—The conditions of service have changed very considerably since the department was reconstituted in 1901, when it was determined to recruit Civilian officers for the department, and when the Government of India published the terms of service for these officers.

In 1901, horse breeding for the Government of India was one of the chief duties of Civil Veterinary Department officers, but the Imperial horse breeding was taken away from the Civil Veterinary Department in 1903, and handed over to the Army Remount Department.

In 1901, the Civil Veterinary Department was a separate department, and officers served under the Inspector-General, Civil Veterinary Department, a member of their own profession and department, but the Inspector-General's authority was weakened after 1903, and steadily declined until the appointment was altogether abolished in 1912. Now Civil Veterinary Department officers are entirely subordinate to Indian Civil Service Directors of Agriculture.

In 1901, the Civil Veterinary Department offered a congenial, pleasant life, and one which would appeal to anyone keen on horses, but now the life of the Civil Veterinary Department officer is one of considerable responsibility, much discomfort and hardship.

In 1901, the Civil Veterinary Department officer in many cases lived in a small, cheap station, now nearly all the headquarter stations are in Provincial capitals.

In 1901, the administration work of a Superintendent, Civil Veterinary Department, was inconsiderable. He now has to administer a whole department with a large staff of subordinates.

In 1901, the educational work in the Veterinary Colleges was inconsiderable, whereas now the Colleges are large, thoroughly equipped institutions, with extensive hostels for resident students.

(See also Heading II.)

69395. (IV) **Conditions of Salary.**—The salary of Civilian members of the Civil Veterinary Department commences at Rs. 500, and rises by annual increments of Rs. 40 to Rs. 1,100, which rate continues from the beginning of the 16th year to the end of the 20th year of service; after the beginning of the 21st year Rs. 1,200 a month. Before 1912, there was the prospect of obtaining the appointment of Inspector-General on a salary of Rs. 1,800 per mensem. Certain appointments carry extra allowances of Rs. 100-200 per mensem and a house rent-free, or house-rent is allowed in certain cases. In addition to this, exchange compensation allowance, amounting to 6½ per cent. is permitted.

The conditions of salary are generally considered to be unsatisfactory and to call for revision.

(See also under Heading IX.)

69396. (V) **Conditions of Leave.**—The conditions of leave of Civilian members of the Civil Veterinary Department are governed by the ordinary Civil Leave Rules for European Services which are considered to be satisfactory on the whole. But it is considered that the furlough pay is insufficient, and that an enhanced minimum allowance per annum should be granted. It is also considered that the furlough reserve required should be one-fifth of the number of active posts, that is to say, that there should be at least five fully-trained officers for this purpose, and that recruits under training should not be counted as furlough reserve officers, but as supernumerary.

69397. (VI) **Conditions of Pension.**—The pension rules are those contained in the Civil Service Regulations for European services. Civilian officers of the Civil Veterinary Department were eligible for the extra pension of Rs. 1,000 per annum, if they had held the Inspector-Generalship for three years of approved service, in the same way as other officers of some other Indian Services are eligible for the increased pension if they have served as head of their department. The possibility of obtaining this increased pension was withdrawn when the appointment of the Inspector-General was abolished in 1912.

The pension rules are considered most unsatisfactory, both as regards the period at which voluntary retirement is permitted and as regards the amounts of the pension. The pension of the Civilian Civil Veterinary Department officers not only compares most unfavourably with the Military Civil Veterinary Department officers but also with the pension of Veterinary Surgeons in the Army Veterinary Corps.

(See also under Heading IX.)

There is some demand among members of the department for a family pension on similar lines to that of the Indian Civil Service.

69398. (VII) **Such limitations as may exist in the employment of non-Europeans, and the working of the existing divisions of Services into Imperial and Provincial.**—No limitations exist as to the employment of non-Europeans, and in my opinion no limitation should exist, and Indians of suitable qualification and education should be freely admitted to the department. In addition to admitting Indians who possess the requisite qualifications to the department in the same way as any other recruits, I consider that, in time, some of the superior appointments should be held by Indian officers, who have been selected from the Provincial service. I do not consider it practicable, at present, for Provincial officers to hold these appointments, as the department constituted on its present basis is too young a department for a radical change of this nature. For the present, I consider that the professional knowledge and scientific training of the more promising members of the Provincial service should be improved by deputing them to Europe for study, so that they may be better fitted professionally for the Imperial service than they are now. Later, certain of those men of the Provincial Service who have been through the courses of study in Europe and are considered to be professionally qualified, might be taken into the Imperial Service, provided they have proved their suitability for administration and capability of taking responsibility.

69399. (VIII) **Relations of the Service with the Indian Civil Service and other Services.**—The only services with which the department is brought into close connection are the Civil Service and the Agricultural Department.

Civil Veterinary Department officers are, with the exception of the Muktesar staff, who serve under the Agricultural Adviser to the Government of India, serving under the various local Governments and are usually under the control of the Director of Agriculture or Director of Land Records and Agriculture or similar official, who is in all cases, at present, an Indian civilian. In the Madras Presidency, however, the Civil Veterinary Department officers serve directly under the Commissioner of Revenue Settlement Survey, Land Records and Agriculture of the Board of Revenue.

The internal administration of the various Civil Veterinary Departments varies somewhat, and in Burma the entire internal administration is left to the Superintendent, Civil Veterinary Department.

It is generally understood from one of the Secretary of State's despatches that eventually, and perhaps shortly, the Directors of Agriculture of the various Provinces are to be members of the Agricultural Department and not members of the Indian Civil Service. If this were to come about, the Civil Veterinary Department officers would be controlled by members of the Agricultural Department.

The Agricultural Adviser to the Government of India has been given certain powers over the Civil Veterinary Department officers, and such powers are much resented in certain quarters, as the powers deal with the publication of scientific work done by members of the Civil Veterinary Department.

The present arrangements are considered to have worked fairly well, and so long as a Civilian Director of Agriculture is prepared to accept the advice of his veterinary officers and content himself with general administration only, there is no great objection to the present system, but any

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interference in professional matters is naturally resented. It is, however, very generally considered that the arrangement at present in force in Madras is preferable, and might be adopted elsewhere.

It is without doubt necessary that the Veterinary and Agricultural Departments should work cordially together, and they must in each province be under one officer to co-ordinate the works of the two branches of the service. But neither Veterinarian nor Agriculturist is a suitable officer for this, as the co-ordinating officer must be impartial and unbiassed. In my opinion the officer who co-ordinates should be a senior Indian Civil Service man with the rank of Commissioner. This officer should have wide experience of district life and conditions, but should not be specially trained in Agriculture. The two departments, that is to say the Agricultural Department and the Veterinary Department, should be co-equal, one not subordinate to the other, and a professional agriculturist and a professional veterinary surgeon should each manage his own department respectively and have wide powers. But the co-ordination and supreme control should be in the hands of the Commissioner.

The above suggestions would satisfactorily solve the questions of control of the department in the various Provinces, but it is generally considered that the Government of India should not be without an adviser on veterinary matters affecting the live-stock of the country generally, a position in which they have been since the abolition of the appointment of the Inspector-General of the Civil Veterinary Department in 1912. It is not necessary, or even desirable, that the appointment of Inspector-General should be re-created, for the reasons for that officer's existence largely disappeared when the Imperial Horsebreeding was taken from the Civil Veterinary Department and handed over to the Army Remount Department in 1903. But it is very necessary that there should be a veterinary adviser to advise about the many questions dealing with live-stock, animals, diseases and sanitation which must continue to arise from time to time, and it is essential that such an adviser be intimately acquainted with the ways of the civil community and the needs of the rural population. The work of a veterinary adviser to the Government of India would not be heavy, if strictly confined to technical advice, as it should be, and it is not necessary to have a whole-time officer for the purpose. It is suggested that one of the officers of the department be appointed veterinary adviser to the Government of India in addition to his own duties, and that an extra allowance be given to him for doing the work in addition to his own proper duties.

69400. (IX) Any other points within the terms of reference to the Royal Commission not covered by the preceding heads.—(A) The chief causes of dissatisfaction among civilian officers of the Civil Veterinary Department; (B) the remedies suggested for the above; (C) minor causes of dissatisfaction.

(A) There is considerable dissatisfaction among the civilian members of the Imperial Civil Veterinary Department arising out of the changed conditions of their service, the alteration in their relative position and status, and the changing conditions of life in India; and it is considered that an improvement in their terms regarding pay, retirement and pension should be conceded.

The following are the chief causes of dissatisfaction which are considered to afford grounds for making the request for improved terms:—

(i.) The appointment of Inspector-General has been abolished, and so a well-paid appointment with increased pension has been removed from Civil Veterinary Department officers' prospects. This appointment was held out as one of the inducements to join the department. It was distinctly stated in the rules embodying the terms to be offered to civilian candidates for employment in the Civil Veterinary Department published for general information under Government of India Resolution No. 10-8-4, dated 2nd August, 1901,

under the heading of pay that "The pay of the Inspector-General, the administrative head of the department will be Rs. 1,800 a month" and again under paragraph 7 dealing with pension that "The Inspector-General will be eligible for the extra pension of Rs. 1,000 per annum admissible to an officer after at least three years' approved service as head of a department, if considered deserving of the special concession."

By abolishing the appointment of Inspector-General the prospects of Civil Veterinary Department officers have been curtailed, by removing their chance of well-paid appointment of good position and of the increased pension attached thereto.

(ii.) The Civil Veterinary Department has been greatly reduced in status, and has become to all intents and purposes a Provincial Service. The Civil Veterinary Department was in 1901, for all practical purposes, a self-contained Imperial Department serving under an Inspector-General of its own, who was a member of the same profession and department as the officers subordinate to him, and to whose appointment any officer of the department could aspire. The Inspector-General, although for all practical purposes the head of the department, never had been the administrative head of the department in theory, although candidates were led to believe by the printed conditions of service supplied to them that he was so. Nevertheless, the powers of the Inspector-General were considerable. He controlled several officers serving directly under him and all the Imperial Horsebreeding, and as this in several appointments was almost the sole work of Civil Veterinary Department officers, he practically controlled most of the Civil Veterinary Department officers entirely. But the Inspector-General, Civil Veterinary Department, had very real authority over Civil Veterinary Department officers not engaged in Imperial Horsebreeding or serving directly under him. He arranged their postings, transfer and leave; confirmed officers on probation; recommended officers for promotion; was consulted about posting officers to particular appointments; reviewed their annual reports, and expressed his opinion on their work, etc., etc. But certain changes have taken place which have altered all this. First, the Imperial Horsebreeding was taken away from the Civil Veterinary Department and given to the Army Remount Department. This change really destroyed the department as an Imperial one, because the work to be done ceased to be Imperial and became Provincial. But notwithstanding this the department continued to be more or less an Imperial service and the Inspector-General to hold some authority for some years. But the Inspector-General's authority was weakened from time to time, and eventually his appointment was abolished in 1912. In this way the service became entirely a Provincial service for all practical purposes, and Civil Veterinary Department officers became entirely subordinate to the Provincial Government under the control of the Director of Agriculture (in most cases) or under the Agricultural Adviser to the Government of India.

(iii.) The removal of Imperial Horsebreeding from the Civil Veterinary Department in 1903 deprived officers who had entered the department in 1902 because they were fond of horses and horsebreeding of a congenial life.

The horsebreeding duties of a Civil Veterinary Department officer, which before 1903 had been considerable and almost the exclusive duties of a large proportion of officers became after 1903 inconsiderable and of a different nature. It is true that Provincial and District Local Board horsebreeding continued over large areas under the Civil Veterinary Department. But District Local Board stallions are scattered widely over the country, are not taken up into depots, and the Superintendent, Civil Veterinary Department, only inspects them occasionally and checks returns. But with Imperial Horsebreeding things were different; the Civil Veterinary Department officers were in charge of studs and depots as at Nagar, Babugharh and Abottabad and had a great deal to do with practical horsebreeding and horse management, and their work necessitated a great deal of

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their time being spent among horses. To most veterinary surgeons the love of horses and being among horses is one of the greatest pleasures in life, and it is usually the prospect of being able to spend their lives among horses that makes them select their profession. It was, therefore, a very great hardship on those who entered the department in the beginning of 1902 with the prospect of doing horsebreeding to find themselves within a little more than a year deprived of the opportunity of devoting themselves to the side of the profession which appealed to them.

(iv.) The removal of the horsebreeding resulted in the Civil Veterinary Department officers having to abandon as headquarters small Mofussil stations and the change of work necessitated their headquarters being situated in Provincial capitals or large stations. This resulted in the Civil Veterinary Department officer having to spend very much more than formerly on his living expenses, because all things are more expensive in big stations than small ones; and besides this the standard of living is much higher in Provincial capitals than in outstations. The above is of very great importance when comparing the pay of the Civil Veterinary Department officer with the pay of officers of other departments. In nearly all other departments a very fair proportion of stations may be classed as cheap stations, and officers may obtain such stations and economise if they desire to do so. But for the Civil Veterinary Department officer all stations are expensive stations, and he has no chance of obtaining a transfer to a station in which he can economise.

(v.) The terms of the civilian members of the Civil Veterinary Department were prepared and published in 1901, and at that time the department offered a pleasant life with congenial work and without wide responsibility. But since then the conditions of work have been greatly altered, the scope of the department vastly extended, and the department now offers a life of hard, strenuous work. This change is partly due to the removal of the horsebreeding, but chiefly to the very rapid extension in all branches of veterinary work in India, to the rapid expansion of the veterinary departments in all Provinces, and to the fact that in most provinces these departments have been provincialised and are immediately subordinate to the Civil Veterinary Department officer.

(vi.) The terms of pay, etc., for the civilian members of the department were settled in 1901, and were settled for the work and the conditions which then pertained. Moreover, the terms were settled at the same time as certain terms then deemed suitable for the military members were sanctioned. The terms for the civilians were so arranged that they were about the same or slightly better than those of the military members. But subsequently the terms for the military members were raised because of great improvements being made in the terms of the Army Veterinary Service which were improved in consequence of the great strides which had been made in the veterinary profession. But the terms of the civilians remain the same as in 1901 and have not been improved, and so the relative position which the civilian was supposed to hold to the military man in 1901 has been altered at the expense of the civilian. This is a very great hardship. The civilian officers of the Civil Veterinary Department

are men who have spent more time and money on their qualifications and education than the military men, the civilians having been through a four years' course before they could take their diplomas, whereas the military men only went through a three years' course. Several of the civilian officers hold additional qualifications to the diplomas of the Royal College of Veterinary Surgeons, which additional qualifications they have taken at their own expense. No military officer possesses any additional qualification except two, and these officers obtained them at the expense of Government. The civilian officers are better qualified for their professional work than the military men; they do the same work, hold the same appointments and have the same responsibility as the military officers, but notwithstanding this their terms are inferior to those given to the military men. This inferiority in the terms is especially noticeable towards the end of service, i.e., from the 16th year onwards. The poor prospects for future advancement have no doubt been responsible for the resignations of civilians from the department which have occurred from time to time, it being felt by the best men that the department is not sufficiently attractive to induce them to remain in it.

In 1901 the Indian Civil Veterinary Department was considered the best veterinary service open to veterinary surgeons, and there was keen competition for entrance into it, but of late years the popularity of the service has declined, and now it is not such a popular service with graduates of the British Veterinary Colleges as the Army Veterinary Corps. The decline in popularity is due to many causes, but among them are the causes mentioned in this written statement.

(b) The following are the improvements in the terms which are suggested to remedy the above causes of dissatisfaction:—

Pay—The pay should be improved by the annual increment of Rs. 40 per mensem, being continued up to 25th year of service, so that the pay would be Rs. 1,500 per mensem. Exchange compensation allowances should be allowed as at present.

Retirement—(a) Voluntary retirement should be permitted after 20 years' service on pension.

(b) Voluntary retirement should be permitted after 25 years' service on full pension.

Pension—(a) The amount of the pension for 20 years' service should be £365 per annum.

(b) The amount of the full pension should be £500 per annum.

(c) A good service pension of Rs. 1,000 at 1s. 9d. to be awarded to those officers who have done meritorious service.

The following gives some idea of the pay of the Military Civil Veterinary Department officers as compared with the Civilian Civil Veterinary Department officers:—

The scale of pay for civilians was in 1901 Rs. 500 for the first year, rising by annual increment of Rs. 40 up to Rs. 1,100 per mensem after 15th year, and then rising after 20th year of service to Rs. 1,200 per mensem. The pay of the Inspector-General's appointment was Rs. 1,800 per mensem.

The following was the scale of pay for military officers of the Civil Veterinary Department sanctioned in 1901 (*vide* Government Resolution, Revenue Department, No. 6194, dated 3rd September, 1901, and its accompaniments):—

	Indian Military pay and allowances.	Civil allowances.	Total.
	Rs.	Rs.	Rs.
Veterinary Lieutenant—			
Under 5 years	400	150	550
After 5 years	450	200	650
After 10 years	500	250	750
Veterinary Captain	600	300	900
After 5 years as such	650	350	1,000
Veterinary Major—			
After 10 years as Veterinary Captain	750	400	1,150
After 5 years as Veterinary Major	750	500	1,250
Veterinary Lieutenant-Colonel	1,020	500	1,520

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[Continued.]

(i.) Private Practice.—In the terms of service published by the Government of India in 1901 it is laid down that officers of the Indian Civil Veterinary Department are debarred from private professional practice in India. This rule has very awkward results in certain stations both to horse owners and to veterinary officers. In the case where no other veterinary surgeon is available in the locality horse owners have to ask the Civil Veterinary Department officers to do gratuitous work for them as a personal favour, and have to put themselves under an obligation, which many people dislike. The veterinary officer who does the work does it because he wishes to oblige his fellows and not to be considered churlish. He does not like doing work gratuitously, and he sees no reason why he should receive no remuneration for work done in his spare time. In the case where other veterinary surgeons are available in the locality the prohibition against private practice deprives the Civil Veterinary officer of the only effective means of protecting himself from undue calls on his good nature, as some people either from thoughtlessness or other cause make constant requests to have their animals attended to privately.

The Military Civil Veterinary Department officer under the rules applicable to him is debarred from private practice unless he obtains the permission of the Local Government under which he serves.

This rule, it is suggested, should be made applicable to civilian officers in place of the present regulations.

(ii.) Publication of professional papers.—Under present orders the publication of scientific papers is restricted. Some years ago a journal entitled the *Quarterly Journal of Tropical Veterinary Science* was started by certain officers of the de-

partment as a private concern, but later this journal was taken over by Government and conducted as a Departmental paper. It was resolved at the Veterinary Conference held in 1908 at Calcutta that officers should only publish papers in the Departmental Journal. This restriction narrowed the field of possible papers to subjects dealing with Tropical Veterinary Science. The paper did not deal with surgery or with clinical cases and so no publications on these subjects were permitted. But now things are far worse as the *Quarterly Journal of Tropical Veterinary Science* is defunct, and the officers of the Civil Veterinary Department have been informed that the *Agricultural Journal* is open to them and that papers for other Journals must be submitted to the Agricultural Adviser to the Government of India for scrutiny before publication. The *Agricultural Journal* is no doubt an admirable paper for agriculturists, but it is not read by Veterinary Surgeons or research workers into animal diseases, and should an article be published in it, it would be overlooked by all and would be absolutely buried.

The other alternative necessitates the submission of articles to the Agricultural Adviser for scrutiny, and he is not a professional man and is therefore incapable of judging of the merit of the article.

It is considered that the whole policy in this respect is wrong. In other services it is customary to encourage as much as possible keenness on scientific work, but in this it is discouraged by prohibiting publications of papers except under conditions which are difficult to comply with.

It is suggested that the present orders be modified so that papers may be published in any of the recognised Veterinary publications.

Mr. K. HEWLETT called and examined.

69401. (*Chairman*.) The witness came before the Commission to represent the Civilian members of the Veterinary Department. He was Principal of the Veterinary College, Bombay. He had occupied that position since 1910. He had 12 years' service.

69402. He looked forward to a time in the future when the Veterinary Department would be largely staffed by non-Europeans. One way of getting qualified natives of India into the Imperial Service was by promotion from the Provincial Service, but he was not prepared to say it was the best. The best class of recruit for the Imperial Service would consist of men who had been to England of their own accord in order to go through the Veterinary College there, and had then been selected by the Secretary of State. There should, however, be openings also for the promotion of a certain number of officers from the Provincial Service after a course of training in England. He would insist on an English qualification for any Indian officer recruited direct to the Imperial branch, but this would not be necessary in the case of officers promoted from the Provincial branch.

69403. The training given in Indian Veterinary Colleges was not nearly as good as that given in England. It would be almost impossible for some years to bring it up to the same level. He was not in favour of the suggestion of the institution of one central college. It would be very expensive, and there would not be sufficient openings for the graduates of such a college. He would rather proceed on the lines of improving the local colleges.

69404. When he referred to the abolition of the Inspector-Generalship, he did not mean to suggest that there had been any breaking of faith on the part of the Government. He would not favour the re-establishment of the post: but there should be a Veterinary Adviser to the Government of India. He would appoint a selected officer of the department to the post of Veterinary Adviser. His duties would be to advise the Government of India on technical subjects, but he should not be called

upon to advise the local Governments with regard to the management of their own departments.

69405. He would favour the appointment for each Province of an officer, preferably from the Indian Civil Service, who would be placed in general charge over the Veterinary and kindred departments. Such an officer need not have had any practical training in Veterinary science; his value would consist in his administrative knowledge, and his knowledge of the country, and his duty would consist in co-ordinating the work of the several departments.

69406. Private practice should be allowed to the members of the Service at the option of the local Governments. Under present conditions private persons had to put themselves under obligations to officers of the departments. He had never received any orders to the effect that a fee could be charged, and be handed over to Government.

69407. (*Mr. Sly*.) It was a fact that the abolition of horse-breeding had prejudicially affected the recruitment of the Department. Most Veterinary Surgeons were very keen on horse-breeding and on horses, and the prospects of being able to do horse-breeding work had been a great attraction to men desiring to enter the Department—much more so than the prospects of doing original research work.

69408. His reason for putting forward the suggestion that a pension should be granted after 20 years' service, was that it was desirable to permit men who found their surroundings uncongenial, and their work unsuitable, to retire. He agreed it would also give an opportunity to the very best officers in the service to leave, but they would not want to go if they were well treated. He was quite prepared to agree that Government should have the power of compulsorily retiring an officer after 20 years' service.

69409. With regard to the scrutiny of papers before publication, the orders of Government referred to technical matters, and scientific theses. All officers of the Civil Veterinary Department in India were prohibited from publishing purely professional technical papers without previous

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scrutiny. A similar rule was not in force in any other technical professional department in India. The matter had been brought up at the Veterinary Conference in Calcutta in 1908. The quarterly Journal of Veterinary Science was started by the Department, and officers were only allowed to publish in that journal. When that journal was done away with, the same orders applied to the Agricultural Journal which took its place.

69410. (*Mr. Fisher.*) A Veterinary Surgeon in England would make on the average about £500 or £600 a year in private practice.

69411. (*Mr. Madge.*) The training at present given in Indian Veterinary Colleges was sufficient for the agricultural requirements of the present day. The Veterinary Assistants which the colleges now turned out were quite good enough for the work they had to do.

69412. As far as he had seen it, the treatment of cattle disease by the ryots was wholly unsound, and barbarous in many cases.

69413. Private practice, if allowed, would not interfere in any way with the performance of official duty; if it did, it ought to be at the option of the local Government to prohibit the continuance of it.

69414. Officers of the Department should be allowed to publish their own original papers in any of the Veterinary Journals published in England. Officers could be trusted not to go outside their subject.

69415. (*Sir Valentine Chirol.*) The function of the Veterinary Adviser to the Government of India would be to advise on technical points. Such an officer could be located at his own headquarters, and any question on which the Government of India required his advice could be referred to him there. There would be no personal intercourse between him and the Government of India. The functions could be discharged by correspondence. The Revenue Department of the Government of India would be the department which the Veterinary Adviser would address officially.

69416. At present the Government of India obtained information with regard to Veterinary

questions arising in the Bombay Presidency by writing to the local Government, who consulted the Director of Agriculture, who probably consulted the Superintendent of the Veterinary Department, and also the Principal of the Bombay Veterinary College. The effect of his proposal would be to remove the fifth wheel in the coach and also to enable the Government of India to gauge correctly the advice received from all sources.

69417. Some guarantee should be required that the Indian Civil Service man appointed as Rural Commissioner should be an officer who had taken some general interest in agricultural problems and that he was not simply taking the appointment as a convenience to himself, or to the Indian Civil Service.

69418. (*Mr. Sly.*) He would not recruit direct to Deputy Superintendships, but he would not recommend the abolition of the present rule, as there might be an exceptionally good man who could be appointed direct from the college.

69419. On the whole, he would prefer that a man should go through a long course in the Provincial Service, and then be promoted to the Imperial Service rather than that a young Indian should be selected from the college and sent to England. He admitted that that was not the view he had expressed to the Chairman, but the apparent inconsistency was explained by the fact that in his answer to the Chairman he had not regarded the question as being one of selecting young Indians from the College and sending them to England.

69420. He disapproved of both of these courses. He considered it inadvisable for Government to bear the cost of educating officers for the Imperial Service and disapproved of Indian officers being treated with greater liberality in this respect than Europeans, especially if the status and pay were to be the same in both cases.

69421. (*Mr. Fisher.*) His real view was that the man he would like best would be the Indian of a good class who went to England of his own accord and passed through the Veterinary College and obtained his degree there. The second best man for the Imperial Service would be a Provincial Officer, who had been to England for a short course of training.

(The witness withdrew.)

At the India Office, London, Wednesday, 6th May, 1914.

PRESENT:

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman*).

THE EARL OF RONALDSHAY, M.P.

SIR MURRAY HAMMICK, K.C.S.I., C.I.E.

SIR THEODORE MORISON, K.C.I.E.

SIR VALENTINE CHIROL.

MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

ABDUR RAHIM, Esq.

FRANK GEORGE SLY, Esq., C.S.I.

HERBERT ALBERT LAURENS FISHER, Esq.

JAMES RAMSAY MACDONALD, Esq., M.P.

M. S. D. BUTLER, Esq., C.V.O., C.I.E. } *Joint Secretaries.*
R. R. SCOTT, Esq.

LIEUT.-COL. A. E. QUERIPPEL,* called and examined.

69422. (*Chairman.*) The witness had been Inspector-General of the Civil Veterinary Department and now acted as adviser to the India Office in connection with the selection of candidates for appointments to the Indian Veterinary Service. He had held the post of Inspector-General for seven years, when the Department was differently constituted from what it was now. At that time recruitment was entirely from the Army Veterinary Corps, whereas since 1902 the recruitment had been purely civilian. The Selection Committee for the

last ten years had consisted of himself and the Revenue Secretary at the India Office.

69423. He did not think the conditions of the Service had altered since he left it, except that the work was now more directly connected with cattle than with horses. He had always divided the work of the Department into three branches: First, the work done by Superintendents, who were in charge of either a Province or a series of districts; secondly, the educational work; and thirdly, the higher research work. Original research work was

* This witness did not submit a written statement.

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very difficult to obtain in England before a man went out to India, but there were sometimes men who had been specially trained, such as Major Holmes, who had two years' training at Cambridge and Paris and Berlin. Every Presidency or Province should have a research officer. Men who trained for research work went as a rule to Cambridge in the first place, and there was a post-graduate course under Sir John MacFadyen at the Royal Veterinary College, but it was not sufficiently long. He advocated a post-graduate course for every man who went to India, and his advice hitherto had been to select the men carefully, put them through the post-graduate course, and send them to India for five years, which would really be a probationary period for the Civil Veterinary Department, and then bring them home.

69424. The qualifications laid down were that a man should have obtained his diploma and should have had a successful college career. Occasionally a man might fail to pass one of his examinations and would get through in five years, but it was better still if he went through the course for his diploma in four years. No man was accepted for the Service who had not taken a diploma.

69425. Having obtained a diploma, the men should go through a two months' course at the Royal Veterinary College before being sent to India. At the college they would be taught all the simpler rudiments of laboratory work, sufficient to enable them to take specimens, prepare slides, and generally perfect themselves in knowledge of the microscope. With their previous training, two months were sufficient for that, because it was quite preliminary work. Then the officer should be sent to India for five years and make himself acquainted with the country and with the work to be done, and then he would be in a position to come home and profit by further training. That was a system which was in practice now, not a single man being taken who had not gone through the post-graduate course and he was selected on the understanding that he would go through the course. It was a very great hardship that he had to go to the college at his own expense, because a young man had to spend something like £500 in order to get a diploma, and he was not as a rule recruited from the moneyed classes. Ordinarily a veterinary surgeon as soon as he had taken his diploma obtained work either as an assistant or as a *locum tenens*, getting probably £3 or £4 a week. When he came up for an appointment in India, he was told that he would have to go through the post-graduate course, and he then had to relinquish his appointment and come up to London for two months and pay 10 guineas for the course. He had also to get an outfit. He received no pay until he landed in Bombay, and consequently he was rather crippled financially, and a knowledge of that prevented good candidates from coming forward. To meet that difficulty the fees of the post-graduate course should be paid and a subsistence allowance of £2 or £3 a week should be given to the candidate, contingent on a certificate of satisfactory work.

69426. At one time there was an ample field of selection, but difficulties would be experienced if many men were required in future. As it was, only one or two men were required each year, and in some years none at all. In 1902, four officers had to be selected; in 1903, none; in 1904, two; in 1905, four; in 1906, six; in 1907, five; in 1908, one; in 1909, none; in 1910 and 1911, one each; and in 1912 and 1913, two each. In 1906, eight had to be selected but two refused the appointments. There were very often two or three very good men up for one vacancy and several men in that way had to be sent adrift. In the following year, perhaps, when the men were written to in connection with other vacancies, they were found to be employed in Rhodesia, Egypt, or some other out of the way place. As a rule, the India Office made the vacancies known at once, but there were many unexpected vacancies. Having regard to the small numbers, averaging about two a year, it would no doubt always be possible to get good men.

69427. The method of selection was for the Secretary of the Revenue Department to write and say there would be one or two vacancies to be filled up in the next July, and those vacancies were advertised in the different Veterinary Journals. Being in close touch with all the colleges, he himself approached the Principals, and found their help of very great assistance. No man was selected for the Indian Veterinary Department unless he was recommended by the Principal of the college from which he had graduated, as the Principal had known the candidate for four years and would not recommend any man who was not suitable. The candidates recommended by the Principals were asked to submit their applications and the applications were considered by the Revenue Secretary and by himself. As a rule it was possible to tell at once, by looking through the applications, whether the general education of the candidates would qualify them for appointment, and candidates who were considered suitable were brought before the Committee, generally about half a dozen candidates for one or two vacancies. He did not think the presence of someone on the Committee who was still in the Service and knew the conditions would be of very material assistance, as veterinary work in India had not changed much since he himself was in India. He was certainly of opinion that the present system was quite sufficient. His objection to having a Senior Officer home on leave to assist in the selection was that the officer would have many friends in England and would be continually asked to say a good word for some special candidate. A large amount of interest was brought to bear to help a candidate through; in fact, he had had one candidate up before him three times who was strongly recommended by a late Member of Council because he knew the candidate's father very well.

69428. No Indians had come home to undergo the course and no applications had been received from Indians. He did not think any Indians were on the register of the Royal College of Veterinary Surgeons. Indians would not be allowed to take the diploma of the Royal College of Veterinary Surgeons without going through the course at one of the recognised colleges, and he did not see how facilities could be given to Indians to attain a position in the superior ranks of the Service by coming to England and going through a good post-graduate course. It was a recognised thing in England and in all the Colonies and Protectorates that every candidate for the post-graduate course should be a qualified member of the Royal College of Veterinary Surgeons. He did not think any college would take an unqualified man from India to train; in fact, it would be rather an unprofessional thing to do. The qualifications obtained in India were not recognised in England, and any Indian trained in India could only obtain a subordinate position in a Colony or Protectorate, as he would not be considered a qualified man. Many Indians came home to qualify in medicine, but up to date no Indians had come home to qualify for the diploma of the Royal College of Veterinary Surgeons, and he had never been able to understand why. Probably the Department was too young and not sufficiently known, and probably it had not sufficient attractions for Indians. He did not see how teaching could be obtained in India which would qualify a man to take his diploma, as the curriculum and training in the colleges in England and in India were as different as chalk and cheese, one being quite a scientific training and the other simply a preliminary training. The only way an Indian could get into the Service was by coming to England and going through the college and obtaining a diploma, and no man in the superior Service should have a qualification lower than that of M.R.C.V.S. It would be a great pity to lower the standard of qualification for the Indian Veterinary Service below that which was recognised all over the world.

69429. (Lord Ronaldshay.) No one who had not obtained the diploma of the Royal College of Veterinary Surgeons could under any circum-

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[Continued.]

stances go in for a post-graduate course in England. It was laid down in connection with the Royal Veterinary College: "Post-graduate courses, open only to qualified veterinary surgeons and medical men, in veterinary pathology and bacteriology will be held in October and November of each year." He did not think the governors of the College would sanction an exception in the case of Indians recommended by the India Office.

69430. He did not think a Board of Selection would be less liable to the influence of outside pressure than a single individual, because pressure could be brought to bear on each individual member of the Board of Selection. It might be that each individual on the Board would have pressure brought to bear upon him by different people in the interests of different candidates, and the pressure might thus be neutralised, but he thought the best thing was to have one or two people who did not care a rap for anybody.

69431. The Indian Veterinary Service had recruited a very high class of men but India had not had sufficient attractions to keep them, and he instanced the case of Sir Stewart Stockman, Mr. Montgomery, and Mr. Martin. In order to keep good men in India it would be necessary to offer the attraction of an increased scale of pay and that was why he recommended that men for research work should receive higher pay.

69432. (*Sir Theodore Morison.*) At present the Royal College of Veterinary Surgeons did not admit training in any other part of the Empire as part of the qualification for a diploma, but he believed it was proposed, though the scheme was not yet passed, that men who had taken their degree in arts at one of the universities should be allowed to cancel their first year, i.e., that they should go through a three years' course at the veterinary colleges instead of four.

69433. The Principals of veterinary colleges kept closely in touch with their old pupils, and he was very careful in inquiring, when a candidate came up, what he had been doing from the time that he qualified to the time of his application, and if he had any doubt on the matter he wrote to the different members of the profession under whom the candidate had been working.

69434. He recognised that it was very necessary there should be confidence in the Board of Selection, but he did not think that that confidence would be considerably increased if there were upon the Board men who were still actually in the Service.

69435. (*Mr. Chaubal.*) For the past ten years the average number of men who had qualified as veterinary surgeons by taking the diploma of the Royal College of Veterinary Surgeons had been about 80, as compared with 120 in the previous decade. Taking all Public Services in the Colonies and Protectorates and India and Great Britain, there were about 400 appointments in which vacancies had to be filled up. The Army Veterinary Department consisted of about 180 to 200 members and vacancies had to be filled up there. Private practice also absorbed a good many.

69436. It was impossible to train Indians in India as no veterinary institution there would go to the expense of maintaining a very expensive teaching staff from England for the purpose of training men to fill one or two vacancies per annum in the Indian Civil Veterinary Department. It would certainly be possible if money was spent on getting the best professors out from England, but he could not see why that expense should be incurred when there were already institutions in England where the men could be trained. He would like to see Indians appointed to the Superior Service so that by living in the country amongst the people both during their service and after retirement they might create the right kind of scientific atmosphere, but it was absolutely necessary for them to obtain the diploma before they entered the Service.

69437. (*Mr. Sly.*) The statistics he had given with regard to the number of candidates each year for vacancies related only to candidates selected for appointments; he was unable to give statistics of

the number of candidates who applied. In the year when six were required 14 were selected to come up for interview by the Secretary.

69438. With regard to the attractions of the Indian Veterinary Service as compared with the attractions of the Army Veterinary Department, candidates preferred the Army, which had other attractions besides pay. India undoubtedly got better men than the Colonial Service. If vacancies occurred in India and in the Colonies or Protectorates the men preferred to go to India; they only took appointments in the Colonies when they found there were no vacancies to be had in the East. He placed the Army first, India second, and the Colonies third in point of attractiveness. It was difficult to compare home appointments as there were so many which were not pensionable.

69439. There had been a material diminution in the number of candidates since the abolition of the Inspector-Generalship. That had directly influenced recruiting and he had evidence from men who said they would have applied had the Inspector-Generalship not been abolished. Their objections were based both on professional reasons and material prospects; the men had a very strong objection to being under laymen who could not judge of their professional abilities.

69440. During recent years there had been a very large increase in the number of official appointments for veterinary surgeons in England, as veterinary officers of health under local bodies, inspectors of meat, milk inspectors, etc., but there had been no difficulty in filling those appointments. A Committee had sat in England to consider the question and came to the conclusion that it would be a false policy to try to increase the number of men without being able to guarantee appointments for them, and thought it was better to leave things as they were.

69441. There had been a movement to endeavour to impose a university education on veterinary surgeons, but if the proposal was adopted it would interfere with the whole of the Services as it would materially reduce the number of candidates. The expenses connected with the training of veterinary surgeons were sufficiently great now without adding to them. There was a great hardship on the men who were recruited when the Inspector-Generalship was in existence, as then they had a possibility of rising to Rs. 1,800, with Rs. 1,000 extra pension on retirement, whereas now they could only rise to Rs. 1,200 a month.

69442. (*Mr. Fisher.*) The main work of the Veterinary Department in India now concerned cattle, not horses, but that change had not greatly affected recruitment in the Civil Veterinary Service. The change caused by the disappearance of horses had not involved any change in the curriculum of the Royal College of Veterinary Surgeons, as the training in the various colleges had as much to do with cattle as with horses.

69443. (*Mr. Macdonald.*) He saw no use in having a competitive examination, because if the candidate had gone through the college satisfactorily and had the diploma, he was fully qualified. A competitive examination might bring in very undesirable men. There were a certain number of men who went into the college and just scraped through the bare matriculation; their education was absolutely deficient before entering, and yet they might do very well in the professional examinations.

69444. (*Mr. Abdur Rahim.*) The only suggestion he could make in regard to Indians was that they should go through the diploma course in England. It would be impossible to guarantee appointments for Indians who did this, but having obtained their diploma they would be eligible for any Government appointment either in England or in the Colonies or in India. A good man always had his chance. Men who had been sent out from India to subordinate appointments in the Straits and Ceylon and other places had been very well treated. If an Indian student's choice was limited to India and he took his veterinary diploma and was not selected he would be stranded, although there was

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LIEUT.-COL. A. E. QUERIPEL.

[Continued.]

no doubt that there was a good field for private practice in India at the present time. As a member of the Army Veterinary Corps, when he was in India he had no difficulty in obtaining in private practice Rs. 400 or Rs. 500 a month, and sometimes Rs. 900, although he did not lay himself out for it.

69445. (*Sir Valentine Chirol.*) There was no means now by which a man who had had a certain amount of education elsewhere and desired to acquire a higher education in veterinary science could acquire it in England without going through the College. There was a Veterinary College in London, one in Edinburgh, one in Glasgow, one in Dublin, and a school attached to the Liverpool University, and there was a post-graduate course at the Univer-

sity of Manchester. No qualification was recognised for a post-graduate course in England except the diploma of the Royal College of Veterinary Surgeons.

69446. (*Sir Murray Hammick.*) He believed there were certain colleges in Canada and Australia that were recognised in Great Britain, but he could not say definitely.

69447. He had made himself acquainted with the advance in veterinary instruction which had taken place in India since he left, especially in Madras. He did not think it would be well to have somebody sitting on the Board of Selection in England who was in touch with the recent developments in India, as he believed there was no difference in the conditions of service in Madras or Calcutta or Lahore.

(The witness withdrew.)

At the India Office, London, Thursday, 7th May, 1914.

PRESENT :

THE RIGHT HON. THE LORD ISLINGTON, G.C.M.G., D.S.O. (*Chairman.*)

THE EARL OF RONALDSHAY, M.P.

SIR MURRAY HAMMICK, K.C.S.I., C.I.E.

SIR THEODORE MORISON, K.C.S.I.

SIR VALENTINE CHIROL.

MAHADEV BHASKAR CHAUBAL, Esq., C.S.I.

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JAMES RAMSAY MACDONALD, Esq., M.P.

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R. R. SCOTT, Esq.

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Written Statement relating to the Civil Veterinary Department.

69448. (1) From the nature of the duties which members of the Civil Veterinary Department in India have to carry out, and the circumstances in which they are placed, it is desirable that the best of the recent graduates in point of intelligence and education should be induced to enter the Service.

(2) During recent years the attractions of the Service have been reduced, while competition for suitable officers on the part of other public Services has increased, and the total number of suitable candidates has fallen considerably.

(3) The chief competitor for candidates is the Army Veterinary Service, but there are also now more numerous appointments for whole-time veterinary officers in the self-governing Dominions and the Colonies.

(4) If the present conditions of service are not substantially improved it will soon be quite impossible to recruit the Department with men possessing the desirable qualifications.

(5) To prevent this the scales of pay and pension ought to be equal or slightly superior to those of the Army Veterinary Service.

(6) The number of officers in the Service ought to be increased to such an extent as will allow the youngest officers on probation to be adequately trained before they are thrown on their own responsibility in carrying out field work. Probably two years would not be too long for that training.

(7) With a view to providing a reserve of officers capable of filling up vacancies on the staff of the Veterinary Colleges and of the Muktesar Laboratory a system of study leave for selected junior officers is very desirable.

SIR JOHN M'FADYEAN called and examined.

69449. (*Chairman.*) The witness was Principal of the Royal Veterinary College, Camden Town. He had nothing to do with the selection of candidates for the Veterinary Department in India, except that when consulted by Colonel Queripel he might be called in to advise regarding students whom he knew personally. He believed he had known personally 80 per cent. of the students who had been recruited for the Department in the last ten years or more, so that to that extent, he had taken part in the selection, when his opinion had been called for.

69450. Of recent years the attractions of the Service had been considerably reduced and there was a falling off in the candidates. He saw no other way of reviving the popularity of the Service than by improving the prospects. He did not know that an Indian career would ever be a very popular one, and he believed that to get recruits equal to the standard of those who went into the Army Veteri-

nary Service it would be necessary to make the attractions in respect of pay and pension better than those offered in the Army Service; otherwise the Indian Service would have to take the leavings of the Army. There were special cases where men for some reason or other would not enter the Army under any circumstances, and yet would like to go to India, but, speaking generally, he was quite satisfied that what he had said was true.

69451. The work in the Civil Veterinary Department was different from that of the Army Veterinary Service, and within recent years the differences had become more marked. He did not think, however, that this would have the effect of diminishing the competition between the two Services. Both Services had to take young men. The qualifications for one Service were substantially the same as those required for the other. What was desired was the highest possible intelligence, the best possible general education, and the best

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possible professional education, combined with certain personal qualifications, and those things were wanted equally for both Services.

69452. In the Civil Veterinary Service the men ought to have a more specialised knowledge, but as the candidates were young any great amount of specialisation could not be looked for. That was why he had made suggestions with regard to study leave in his written statement, and proposed to allow a period of a couple of years in which an officer of the Department, after a term of service in India, could go through a post-graduate training in particular Indian diseases.

69453. There were five veterinary colleges in Great Britain, two in England, two in Scotland, and one in Ireland. The college with which he was connected was much the largest, turning out nearly as many candidates as the other four put together. All the colleges had to educate to the same standard and the students had to take the M.R.C.V.S. diploma.

69454. At present there were no Indian students in the Royal Veterinary College, but generally there were one or two. He did not think any Indian student had completed the course and obtained the diploma for the past ten years.

69455. There were post-graduate courses held at the Royal Veterinary College, to which Indians could be admitted, and Indians had been admitted to them from colleges in India. There were, however, no post-graduate courses which could be utilised for the purpose of giving Indians who had not a European qualification a training sufficient to enable them to take their place in the higher branches of the Service. The nature of the work in the post-graduate courses was partly based on the tuition the student had received before graduation and the courses were very short. If it was suggested that a post-graduate training should bring the professional knowledge of a student who had studied in one of the Indian Veterinary Colleges up to that of the European graduate, his answer was that it would be possible but it would require a long post-graduate course, owing to the fact that the training in the Indian colleges was admittedly inferior to the training in England. But although it would be possible it had to be remembered that at present Indian students were recruited of a different standard of general education, and this was a very important point. Assuming that such a course could be devised, it would take one or two years for an Indian from an Indian Veterinary College to take a post-graduate course that would bring him on an equality with the European entering the Service, but it would require to be a special course, as the existing classes would hardly do. The numbers were not sufficient to make it worth while establishing such a course. It could be done, but from the money point of view it would appear to be impracticable. All the subjects, as he understood, were taught in a more elementary fashion in India than in England. Men came from all parts of the Empire to attend the post-graduate course—Australia, Canada, New Zealand, etc.—but all of them had taken the British diploma before they came. It was very rare that men came straight from Australian or Canadian veterinary colleges to take the post-graduate course. There were no veterinary colleges in South Africa. There was a veterinary college in Canada and one or two veterinary graduates had come over. He did not think an Australian graduate had ever come from Australia for the course. Veterinary education in Australia had within recent years been brought up to the European standard, but in Canada it had not.

69456. There should be an extended period of training for the younger officers after their arrival in India; and he suggested this should be two years, so that the officer might acquire knowledge of the country and of the language and have some knowledge of the special diseases of India. It was also important to provide a reserve of officers capable of filling up vacancies on the staffs of veterinary colleges and a system of study leave. A few years ago he had recommended

that study leave should be granted to some of the officers in the Civil Veterinary Department, and arrangements were made accordingly, but study leave had been only granted to two of the officers and he understood the system had been stopped. Provided study leave was granted he would leave the selected officers considerable latitude. He would be prepared to grant facilities for a post-graduate course in his own college or allow them to spend the time at any place where they could get a proper training in research. It was possible that they might also be allowed to see the research which was going on at other recently established research institutes for the study of animal pathology in this country. They should also be given the alternative of going to Paris or spending part of their time in England and part in Paris or in Berlin or Budapest. The period of study leave would be definitely fixed and the officers should have permission to divide it up between the different selected places. The same course of study leave could not be provided for a candidate coming from an Indian Veterinary College. The average Indian veterinary graduate would not be qualified for a research course; he would not be like officers who had had a good general education and professional education on the top of which they had had practical experience. Such officers would be able to take part in research investigations and that was the best sort of training. He did not see any simple way by which an Indian trained in an Indian college could perfect his education in the colleges in England. The only way was to endeavour to improve the education in the Indian colleges. If an Indian student simply came to England and put in one complete year in attending the final courses of instruction at a British veterinary college it would considerably improve his knowledge, and if on the top of that he attended a short post-graduate course in pathology and bacteriology that would still further improve his knowledge. That was quite practicable. But he could not make suggestions for giving courses to Indian veterinary graduates which would bring them up to the same level as European graduates. A year, together with a certain amount of research, was the nearest approach possible, without organising a special class; and unless there was a sufficient number of students the organisation of a course would be difficult and costly.

69457. (*Lord Ronaldshay*.) It was a mistake on Colonel Queripel's part to say that no one who did not possess the British diploma could attend the post-graduate course at any of the British colleges. The College did not admit to the post-graduate courses any other persons than qualified veterinary surgeons or medical men, but for that purpose a student was recognised as qualified who had obtained a diploma from one of the Indian Veterinary Colleges; and several Indian graduates had gone through the course.

69458. (*Sir Theodore Morison*.) The standard for admission to the Royal College of Veterinary Surgeons for the last sixteen or eighteen years had been the same as for admission to the profession of medicine; the Royal College of Veterinary Surgeons had adopted the regulations of the General Medical Council with regard to general education and those regulations were accepted. Latin was compulsory. He did not know whether that operated to keep Indian students out. As a matter of fact, the Royal College of Veterinary Surgeons at present were revising the rules with regard to general education, and a proposal had been put forward that Latin should not be insisted upon as a compulsory subject, as it was rather preferred that candidates should take modern languages like French or German. All the higher educational qualifications throughout the civilised world were accepted as equivalent to an entrance examination, especially those of British Possessions and India. The degrees in Arts of the different universities in India and some of the tests for admission to universities were accepted by the Royal College of Veterinary Surgeons. The Indian B.A. degree would not be accepted at present if it did not include Latin. There might be 70 or 80 different

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qualifications granted throughout the world that were accepted provided they satisfied certain conditions.

69459. (*Sir Murray Hammick.*) Indians had come from Indian colleges to attend the post-graduate course, but he did not think a special course could be formed to enable Indians to become qualified up to the standard of the English qualification even by special lectures and special teaching, because their professional education from top to bottom had been elementary. An exceptional Indian stu-

dent who had a good educational qualification and had taken a diploma from an Indian Veterinary College would be permitted to attend any of the ordinary courses of instruction given to undergraduates and if he had a qualification from an Indian Veterinary College he would be admitted to the post-graduate course, but not otherwise.

69460. (*Chairman.*) There had been several Indians who had done that, but no examination had been conducted to test the benefit they had derived from the post-graduate training.

(The witness withdrew.)

NOTE.

69461-70043. Attention is also invited to the following :—

I. Evidence given by Mr. F. C. Drake, Secretary in the Revenue and Statistics Department of the India Office, on Monday, 4th May, 1914. This will be found generally in paragraphs 66679-66719 in the sections of this volume (XV.) relating to the Forest Service and the Agricultural Department, and in particular in paragraphs 66696-7, 66708 and 66716.

Mr. Drake also put in the following statement with special reference to the Civil Veterinary Department:—

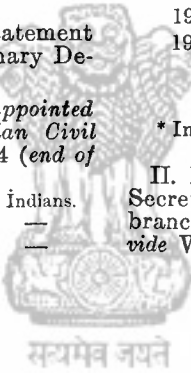
Statement to show the number of Officers appointed by the Secretary of State to the Indian Civil Veterinary Department from 1904 to 1914 (end of April) inclusive.

Year.	Europeans.	Indians.
1904	2	—
1905	4	—

Year.	Europeans.	Indians.
1906	6	—
1907	5	—
1908	1	—
1909	1*	—
1910	1	—
1911	1	—
1912	2	—
1913	2	—
1914 (to end of April)	2	—
Total	27	—

* Includes one appointment to Muktesar in each year.

II. Memorandum on appointments made by the Secretary of State for India in Council to certain branches of the Government Service in India—*vide* Vol. I., Appendix.



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APPENDIX I.

APPENDIX I.

Letter from the Chief Secretary to the Government of the Punjab, No. 238 (Rev. and Agri.—Agri.), dated Lahore, 22nd October, 1913.

With reference to your letter* dated 1st August, 1913, I am directed to forward 20 copies of a letter from the Director of Agriculture and Industries, Punjab, No. 3453, dated 2nd October, 1913, and of its enclosures, furnishing the information required in connection with the Civil Veterinary . . . Department in the Punjab.

Enclosures in covering letter from the Director of Agriculture and Industries, Punjab, No. 3453, of Lahore, 2nd October, 1913.

Statement showing supplementary information as to the organisation of the Civil Veterinary Department in the Punjab.

1. *The present regulations as to recruitment, training and probation and whether these regulations are satisfactory.*—(a) *Army Officers of the Civil Veterinary Department.*—The practice of recruiting Civil Veterinary Department Officers from amongst the Army Veterinary Officers has been discontinued.

(b) *Indian Civil Veterinary Department Officers.*—The rules on these points are contained in the Government of India resolution, No. 10—8-4, dated 2nd August, 1901.

Satisfactory.

(c) *Provincial Service Officers.*—There are at present one Professor of Surgery and three Senior Assistant Professors in the Punjab Veterinary College who belong to the Provincial Veterinary Service. Recruitment is from graduates of the Punjab Veterinary College.

Not satisfactory. Post-graduate training is necessary.

2. *The rates of pay and allowances in force in 1890, 1900 and the present time, and whether the present rates of pay and allowances are satisfactory.*—(a) *Army Officers of the Civil Veterinary Department.*—

	1900.	Military pay.	Civil allowance.
	Rs.	Rs.	Rs.
Veterinary Lieutenants under 5 years' service	400	150	
Veterinary Lieutenants after 5 years' service	450	200	
10 years' service	500	250	
Veterinary Captains	600	300	
Veterinary Captains after 5 years' service in that class . . .	650	350	
Veterinary Major after 10 years' service as Veterinary Captain . .	750	400	

Army Veterinary Officers serving in the Civil Veterinary Department were entitled to military rank and title and all other advantages conferred on Army Veterinary Officers by the Royal Warrant of pay and promotion.

The salary and rank of the Inspector-General, Civil Veterinary Department corresponded with those of Provincial Veterinary Officers in India, his total emoluments being Rs. 1,620 per mensem irrespective of rank.

	1913.	Military pay.	Civil allowance.
	Rs.	Rs.	Rs.
Lieutenants under 5 years' service	480	150	
Captains—			
After 5 years' total service . . .	570	200	
After 7½ years' total service . . .	570	300	
After 5 years' service as such (or on completing 10 years' total service, if he received his commission before 5th October, 1898)	650	300	
After 2½ years' total service . . .	650	350	
Major—			
After 15 years' total service . . .	750	350	
After 17½ years' total service . . .	750	400	
After 5 years' service as such (or after 20 years' total service if promoted on or before the 20th March, 1902) . . .	800	500	
Lieutenant-Colonel	1,120	500	
Colonel	1,220	500	

* Not reprinted.

The post of Inspector-General, Civil Veterinary Department, carrying a salary of Rs. 2,000 per mensem, had been abolished with effect from 1st April, 1912.

Not satisfactory. See paragraph 69248.

(b) *Indian Civil Veterinary Department Officers.*—

The Civil Veterinary Department came into being in 1901. The pay is progressive. The pay on appointment is Rs. 500 per mensem, rising to Rs. 1,110 by annual increments of Rs. 40. After 20 years' service Rs. 1,200. The post of Inspector-General, Civil Veterinary Department, carrying a salary of Rs. 2,000, has been abolished from 1st April, 1912.

There are two allowances, viz., a local allowance of Rs. 100 per mensem, attached to the post of the Principal, Punjab Veterinary College, and a conveyance allowance of Rs. 50 per mensem has recently been sanctioned for the Superintendent, Government Cattle Farm, Hissar.

Not satisfactory. See paragraph 69248.

(c) *Provincial Service Officers.*—The post of Professor of Surgery in the Punjab Veterinary College is usually held by an Imperial Service Officer, but is at present held by a Provincial Service Officer drawing pay Rs. 600—25—700. The pay of the three senior Assistant Professors is Rs. 200—20—400.

Not satisfactory. See paragraph 69248.

3. *The number of posts in each grade, and the provision, if any, made in the cadre for leave and training.*

—(a) *Army Officers of the Civil Veterinary Department.*—Further recruitment into Civil Veterinary Department of this class of officers has been discontinued. There are only three officers of this class serving in the Punjab, one of whom is Colonel, one Lieut.-Colonel, and one Major of 17½ years' standing. There is no reserve for leave and training in the Punjab.

(b) *Indian Civil Veterinary Department Officers.*—Apart from the three posts held by the Army Officers in Civil employ seven officers of the Indian Civil Veterinary Department are employed in the Punjab, one of whom is in transit from long leave. There is no leave or training reserve for the Punjab.

(c) *Provincial Service Officers.*—Three posts in the grade. No leave or training reserve.

4. *What appointments outside the cadre are held, temporarily or otherwise, by the officers of the various Services.*—(a) *Army Officers of the Civil Veterinary Department.*—None.

(b) *Indian Civil Veterinary Department Officers.*—One temporary appointment of Camel Specialist is held by a member of the Indian Civil Veterinary Department.

(c) *Provincial Service Officers.*—The post of the Professor of Surgery is held by a Provincial Service Officer temporarily. On his vacating it it will be filled up by an Imperial Officer.

5. *Whether any addition is required to the present cadre.*—(a) *Army Officers of the Civil Veterinary Department.*—None.

(b) *Indian Civil Veterinary Department Officers.*—It is not clear what is regarded as our existing cadre. The posts required are:—

College.

1 Principal.

4 Professors.

District Work.

1 Chief Superintendent.

2 Superintendents.

Special.

1 Superintendent of Cattle Farm.

1 Camel Specialist.

Total . . . 10 Indian Civil Veterinary Department Officers.

(c) *Provincial Service Officers.*—Yes. Three more Deputy Superintendents on Rs. 200—20—400 are required.

APPENDICES II AND III.

APPENDIX II.

Letter from the Government of the United Provinces, Industries Department, to the Secretary to the Government of India, Department of Revenue and Agriculture, No. 1293, dated the 15th September, 1913, containing the views of the Government of the United Provinces of Agra and Oudh on the Civil Veterinary Department.

I am directed to invite a reference to the correspondence* ending with Letter No. 2666, dated the 12th May, 1913, from the Appointment Department of this Government, submitting for transmission to the Public Services Commission a copy of the memorials* of Messrs. E. W. Oliver and C. W. Wilson of the Civil Veterinary Department of this Province, and to convey the opinion of the Lieutenant-Governor on the points raised in the memorials.

2. As regards the request for some compensation for the loss of the post of Inspector-General of the Civil Veterinary Department, it is obvious that although a very small number may be prejudiced by the abolition of the post the majority of the members of the Service could not hope to hold it. But at the same time its abolition does remove one desirable post from some of the ablest men of the Service who had reasonable hopes of attaining to it. Moreover, while the Secretary of State, in order to compensate the members of the Military Veterinary Officers in civil employ, has directed that no reduction should be made in the number of posts of Colonels, nothing has been done for the civilian members of the Department.

3. As regards the request for some general improvement in the conditions of the Service the complaint of the members of the Civil Veterinary Department is that their scale of pay was fixed before the recent rise in prices, that they have to live in expensive centres such as Lucknow, and that a great deal more work and responsibility is being imposed on them than formerly. Such drawbacks are common to most Services and but slowly reduce their popularity; combined, however, with other circumstances they may seriously affect recruiting. It is stated that appointments in the Veterinary Department are becoming unpopular in England owing to the fact that the emoluments do not compensate for the expenses of the scientific training

now demanded. The great fall in the number of students at various British colleges within the last ten years is evidence of the decrease in attraction, and the reasons for this unpopularity are readily understood. A good deal of the work is of a distasteful nature, and it is probably the fact that the profession is not held in a very high social esteem. At the same time, partly owing to the spread of knowledge of the nature of animal diseases and partly owing to their intimate connection with public health, a much higher standard of scientific knowledge is being demanded from the members of the profession. This is specially true of India, where the Service calls for a sound bacteriological training. It therefore seems probable that some action will be necessary to improve the prospects of the Indian Civil Veterinary Department if a sufficient number of recruits to man the Department is to be forthcoming.

4. His Honour trusts, however, that this probable increase in the cost of the Service will be fully provided for before the Service is provincialised. I am in this connection to refer to my letter No. 571, dated the 19th April, 1913.

Sir James Meston is unwilling to regard this increase as an additional burden in the future on Provincial revenues, and hopes that the Imperial Government will see its way to cover the improvement by an assignment from the Imperial revenues.

5. I am to add that for the reasons already mentioned it appears to the Lieutenant-Governor to be highly improbable that Indians will be forthcoming of sufficient training to be appointed to the higher posts in the Department. Veterinary work has always been unpopular among educated Indians, and a man with the education and means to go through a course in an English veterinary college would almost certainly prefer some other line of life, while the Indian veterinary colleges must develop greatly before they could turn out men sufficiently well trained. They have not yet begun to attract the class of men who would profit by a higher scientific education.

* Not printed.

APPENDIX III.

Memorandum prepared by the Government of Bengal relating to the Veterinary Department.

THE IMPERIAL VETERINARY SERVICE.

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The Imperial Civil Veterinary Department, as at present constituted, is composed of officers of the Army Veterinary Department electing to remain permanently in civil employ and of civilian officers recruited from the Veterinary Colleges in England. It has been decided that the Department in future is to be recruited entirely from the latter source.

The civilian officers are selected by the Secretary of State for India from among candidates ordinarily under twenty-seven years of age and possessing a diploma from the Royal College of Veterinary Surgeons. They are first appointed on probation for five years and are required to qualify in the vernacular within two years. It is usual for all officers on arriving at this country to obtain some training partly in the Bacteriological Laboratory at Muktesar and partly under a Superintendent in the provinces before being entrusted with responsible work.

The present regulations are working satisfactorily.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the*

present rates of pay and allowances are satisfactory.—The Imperial Service was not organised before the year 1892. In 1900 the salary of Civil Veterinary Officers who were recruited from the Army Veterinary Department consisted of the Indian military pay and allowances of rank and a staff or civil allowance on the following scale:—

	Indian Military pay and allowances.	Civil allowances.
Veterinary-Lieutenant—	Rs.	Rs.
Under 5 years' service ...	400	150
After 5 " ...	450	200
After 10 " ...	500	250
Veterinary-Captain—		
After 5 years' service in that class ...	650	350
Veterinary-Major—		
After 10 years' service as Veterinary-Captain ...	750	400

The present rates of pay are as follows:—

(a) The pay of the civilian officers of the Department is on a time scale beginning on Rs. 500 a month and rising by Rs. 40 each year to Rs. 1,100, a further rise to Rs. 1,200 being given in the 21st year of service.

APPENDICES III. (continued) AND IV.

(b) The scale of pay for the military officers now in force (omitting ranks below that of Major, which are no longer represented in the service) is—

	Indian Military pay and allowances.	Civil allowances.
Major—	Rs.	Rs.
After 15 years' total service	750	350
After 17½ "	750	400
After 5 years' service as such	800	500
Lieutenant-Colonel ...	1,120	500
Colonel	1,220	500

Both the Superintendent, Civil Veterinary Department, and the Principal, Bengal Veterinary College, get house-rent according to salary under the special conditions applicable to the Calcutta House Allowance Scheme. The latter also gets a local allowance of Rs. 100 per mensem. They both get exchange compensation allowance.

So far as the Government of Bengal are aware suitable candidates are obtained for the present rates of pay, and if this assumption is correct, there seems to be no necessity to alter them.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—These officers are borne on a single cadre for the whole of India, and their pay being on time scale there are no grades. There are two officers attached to this Province. The Imperial cadre provides for a leave reserve.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.*—None.

5. *Whether any addition is required to the present cadre.*—Yes; proposals are being formulated for the appointment of (1) an additional Veterinary Superintendent and (2) an additional Imperial Officer at the Belgachia College.

THE PROVINCIAL VETERINARY SERVICE.

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The Provincial Veterinary Service consists of Deputy Superintendents and Veterinary Inspectors.

The Deputy Superintendents are recruited from specially selected veterinary graduates who have undergone a post-graduate course of study and have received the necessary training. They are appointed with the sanction of the Local Government.

Inspectors are recruited by selection from among the Veterinary graduates at the Bengal Veterinary College and by promotion from the ranks of Veterinary Assistants and are appointed with the approval of the Local Government.

There are no special rules for the recruitment, etc., of the officers of the Provincial Service. The Service is at present a small one, and the existing methods of recruitment are satisfactory.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the*

present rates of pay and allowances are satisfactory.—In 1890 the Provincial Veterinary Service had not come into existence. In 1900 there were only three lecturers on Rs. 150—10—200 in the Provincial Service.

The existing rates of pay are shown below:—

Deputy Superintendents.

1st grade	Rs. 250—15—400
2nd "	" 200—10—250
3rd "	" 150—10—200

A local allowance of Rs. 100 per mensem is drawn by the Assistant Principal of the Bengal Veterinary College.

Inspectors.

1st grade	Rs. 150
2nd "	" 130
3rd "	" 115
4th "	" 100
5th "	" 90
6th "	" 80
7th "	" 70

Local allowances of Rs. 50 per mensem are attached to the posts of the Chief Inspector under the Glanders and Farcy Act and of the Prosecuting Inspector under the Cruelty to Animals Act.

The Government of Bengal are of opinion that in view of the important and responsible work falling on the Provincial Service the rates of pay of Deputy Superintendents should now be raised to Rs. 200—500 and of Inspectors to Rs. 100—200.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*

Deputy Superintendents.

	Rs.	Number of posts.
1st grade	250—15—400	1
2nd "	" 200—10—250	2
3rd "	" 150—10—200	3

Inspectors.

1st grade	Rs. 150	2
2nd "	" 130	Nil.
3rd "	" 115	3
4th "	" 100	1
5th "	" 90	1
6th "	" 80	2
7th "	" 70	5

N.B.—There are also two Inspectors on Rs. 100 and Rs. 110 each transferred from Eastern Bengal and Assam.

There is no provision in the cadre for leave and training.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise by officers of the various Services.*—None.

5. *Whether any addition is required to the present cadre.*—The sanctioned cadre is sufficient for the present, but will have to be raised gradually as the staff of the Subordinate Service of Veterinary Assistants, who are mainly employed by local bodies, is increased.

APPENDIX IV.

Memorandum prepared by the Government of Bihar and Orissa relating to the Civil Veterinary Department.

IMPERIAL SERVICE.

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The Superintendent of the Civil Veterinary Department in this Province is the only officer who belongs to the Imperial branch of the Service. The appointment of superintendents rests with the Government of India, and the conditions of recruitment, training and probation are described in the memorandum prepared by the Government of India. The Local Government have no recommendations to make under any of these heads, except that the period of probation might

with advantage be curtailed from five years to three years. The objection to the longer period is that after the lapse of five years it is difficult for an officer to strike out a fresh career for himself and the resulting tendency must be to retain officers who are not altogether satisfactory and whose services might have been dispensed with more freely after the shorter term.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—The present limit of pay is Rs. 1,200 per mensem which is attained in the 21st year of an officer's

APPENDICES IV. (continued) AND V.

service. The Local Government are disposed to think that a special grade limited to 10 per cent. of the Service might be created on Rs. 1,400, promotion to it being made by selection after 23 years' service.

This addition to the prospects of the Service would be a compensation for the loss of prospects entailed by the abolition of the Inspector-Generalship in 1912.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training; and 4. What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.*—There is only one appointment of superintendent in the Province and there are no appointments outside the authorised cadre. The provision for leave and training is an Imperial arrangement. One officer has recently been posted to Bihar and Orissa for training.

5. *Whether any addition is required to the present cadre.*—Proposals have recently been submitted by the Director of Agriculture for strengthening the supervisory staff of the Veterinary Department by the immediate addition of one superintendent and the ultimate addition of four superintendents. Government are disposed to think that the whole Province is too big a charge for a single officer, but they have not yet considered the Director's proposals in detail and are unable to say at present what increase, if any, will be recommended to the Government of India.

PROVINCIAL SERVICE.

According to the Memorandum prepared by the Government of India, the Provincial branch of the Veterinary Department includes Indian professors, assistant professors, lecturers, deputy superintendents, and inspectors. The first three classes are not represented in Bihar and Orissa as

the Province does not yet possess a separate Veterinary College.

Provision exists in the present sanctioned staff for two Deputy Superintendents on pay ranging from Rs. 150 to Rs. 400 and for twelve Inspectors on pay ranging from Rs. 70 to Rs. 150. Hitherto no candidates of satisfactory qualifications and experience have been found to fill the two posts of Deputy Superintendent; and the Local Government experience very considerable difficulty in recruiting duly qualified inspectors and the subordinate staff of Veterinary Assistants, whose pay ranges from Rs. 30 to Rs. 70. At present an annual contribution of Rs. 20,000 is made by this Government towards the maintenance of the Belgachia Veterinary College in Calcutta from which its supply of Veterinary Inspectors and Assistants is obtained. The Local Government have now under consideration a proposal of the United Provinces Government for the establishment of a joint Veterinary College at Cawnpore. Before making any recommendations on the subject of the Provincial or subordinate services of the Veterinary Department the Local Government desire to consider the probable effects of the projected joint scheme of veterinary education. The educated middle classes of this Province do not take readily to veterinary work. It is possible that the necessity for obtaining the requisite preliminary training in Calcutta acts as an impediment, and that the difficulty might be lessened by the institution of a Veterinary College at Cawnpore where the language, manners, and character of the people are akin to those of Bihar. The recruitment and training of duly qualified Deputy Superintendents might thus be rendered possible, and this would affect both the strength of the superior supervisory staff and the prospects of the subordinate supervisory staff.

APPENDIX V.

Memorandum prepared by the Assam Administration relating to the Civil Veterinary Department.

IMPERIAL VETERINARY SERVICE.

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The Imperial Veterinary Service in Assam comprises only the appointment of the Superintendent, Civil Veterinary Department. The methods of recruitment and probation are as prescribed by the Secretary of State. The existing rules contain no provisions regarding training. As regards recruitment, the remarks made in Chief Commissioner's note, dated the 13th December, 1912, on the Agricultural Department, apply generally to this Department also. The Chief Commissioner has no suggestions to offer with reference to training and probation.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—The constitution of the Veterinary Department dates from 1907. The pay of an officer begins with Rs. 500 a month rising by Rs. 40 each year to Rs. 1,100, which rate will continue from the beginning of the 16th to the end of the 20th year of service; after the beginning of the 21st year, the salary will be Rs. 1,200 a month. No allowance is given to the incumbent except the usual travelling allowance.

The prospects of the Service have suffered owing to the abolition of the post of the Inspector-General on Rs. 1,800 a month. The Chief Commissioner would be glad to see the maximum rate of pay raised to Rs. 1,450 with, or to Rs. 1,600 without, private practice, the discretion resting with the Local Government. This would place a senior officer approximately on the same level as a senior Civil Surgeon. The Chief Commissioner would also support the grant of an extra charge allowance of Rs. 100 a month to Superintendents.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—One appointment only. No provision is made for leave and training.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.*—None.

5. *Whether any addition is required to the present cadre.*—When the full cadre in the Provincial and Subordinate Services of the Department is worked up to, Assam may require a second Superintendent.

PROVINCIAL VETERINARY SERVICE.

1. *The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.*—The Provincial Veterinary Service consists of Veterinary Inspectors. They are recruited from among the Veterinary Assistants in the Province with due regard to their professional merit, academical and general qualifications and seniority in the Service. Their probationary period is one year during which the Inspector is deputed to undergo a post-graduate course in a selected Veterinary College for training in bacteriological work. In the opinion of the Chief Commissioner, the present regulations are satisfactory.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—The present rate of pay of Veterinary Inspectors is Rs. 100—5—175 per mensem. They get no allowance except the usual travelling allowance. The present scale of pay is inadequate, and should be raised to at least Rs. 100—10—200. The Chief Commissioner, however, would not object to a scale of Rs. 100—10—300 as suggested in the memorandum prepared by Mr. Harris.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—There are three posts of Inspectors and no provision is made for leave and training.

APPENDICES V. (continued), VI., AND VII.

4. What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.—None.

5. Whether any addition is required to the present

cadre.—The Provincial cadre may eventually include two posts of Deputy Superintendents for the Brahmaputra and Surma Valleys and more Inspectors, but no immediate increase is required.

APPENDIX VI.

Note, dated 9th April 1913, by the Hon. Sir Archdale Earle, Chief Commissioner of Assam, on the Civil Veterinary Department.

1. The remarks made in my note on the Agricultural Department apply generally to this Department also.

PROVINCIAL VETERINARY SERVICE.

2. The present rate of pay of Veterinary Inspectors in this Province is Rs. 100—5—175. The Government of Eastern Bengal and Assam originally proposed to pay Rs. 100—10—250, but were overruled. Experience has shown that it is impossible to secure suitable candidates in this Province on the present rate of pay, and that the lowest pay which will attract such candidates is Rs. 100—10—200.

SUBORDINATE VETERINARY SERVICE.

3. The present sanctioned pay of Veterinary Assistants in this Province is Rs. 30—10-5—70 with the following allowances.—

Stationary Assistant.

Pay plus house allowance of Rs. 5 a month or free quarters.

Hill District Assistant.

Pay plus local allowance of Rs. 10 a month and house allowance of Rs. 5 a month or free quarters and fixed travelling allowance from Rs. 15 to Rs. 25.

Plains District Itinerant Assistant.

Pay plus local allowance of Rs. 12-8 a month and fixed travelling allowance from Rs. 15 to Rs. 25.

Staff Assistant.

Pay plus personal allowance of Rs. 30 a month with travelling allowance under the Civil Service Regulations.

Reserve Assistant.

Pay plus personal allowance of Rs. 10 a month when on duty in the moussil.

This rate of pay has been found by experience to be insufficient to attract the class of man required, and a rate of Rs. 45—10-5—75, with the same allowances, is required.

APPENDIX No. VII.

Note, dated the 1st August 1913, by the Hon. Sir Archdale Earle, Chief Commissioner of Assam, on the Civil Veterinary Department, supplementary to his note of the 9th April 1913.

Clause 3 of the Agreement executed by officers of the Civil Veterinary Department runs as follows:—

“3. That the party of the first part will devote his whole time to the duties of the Service, and will not engage, directly or indirectly, in any trade, business or occupation on his own account, and that he will not (except in case of accident or sickness certified by competent medical authority) absent himself from his said duties without having first obtained permission from the Government or its authorised officers.”

1. The Government of Eastern Bengal and Assam instituted enquiries in the year 1909 as to whether Veterinary Superintendents were allowed in other Provinces to practise privately, and ascertained that there was no uniformity in this respect. Mr. Harris, Superintendent of the Civil Veterinary Department in Eastern Bengal and Assam, ascertained from the Inspector-General of his Department that he had no objection to him (Mr. Harris) being allowed private practice, provided that his work as a Government servant was not interfered with. The Government of Eastern Bengal and Assam therefore enquired of the Government of India whether, in view of Clause 3 of the Agreement, Mr. Harris could be allowed to undertake private practice. It was suggested that in places where there was a Veterinary Hospital, owners would be required to send their animals there, and the hospital fee only would be charged. In cases where the superintendent was required to visit the owner's house to give advice or to examine animals for soundness, a fee of Rs. 10 to Rs. 15 would be charged, and for operations a charge from Rs. 15 to Rs. 30 would be made. Private practice was to be undertaken only on condition that it did not interfere with departmental work.

2. The Government of India observed that when it was first decided to recruit civilians for the Civil Veterinary Department, it was definitely settled that they should be debarred from engaging in private practice. A rule to this effect was accordingly embodied in the conditions for appointment

to the Department and the scale of pay offered to the candidates was fixed with reference to the restriction. They considered that this rule should be adhered to. Administrative officers of the Department, such as superintendents, were usually in charge of very large areas and of a number of veterinary assistants whose work required close inspection. It was essential that they should spend a considerable portion of their time in touring through their charges, and it was thought inadvisable to allow them to build up private practices at their headquarters or to engage in private work which might interfere with their duties. For these reasons the Government of India were not in favour of any relaxation of the ordinary rule of the Service in the case of Mr. Harris. It was added that if this officer were permitted to engage in private practice, a precedent would be established which might prove embarrassing.

3. I have considered the matter very carefully, and am of opinion that in a Province like Assam, containing a large number of Europeans, who mostly possess valuable horses, some concession should be made. I learn that the Superintendent, Civil Veterinary Department, is continually being asked when on tour to attend to valuable animals. Heretofore he has done this, as far as practicable, without remuneration, in order to popularise his department. Two alternatives are possible. The Superintendent must either refuse to attend to all calls of this nature, or he must be allowed to charge a moderately high fee, which would have the desirable effect of restricting the number of cases which he was asked to attend. In view of the large number of valuable animals which there are in the Province, and the absence of any other veterinary practitioners, with the exception of the veterinary assistants, whose skill is not of a very high order, the adoption of the first alternative would involve serious inconvenience to the public.

For these reasons I think that the question should be reconsidered, at any rate, as regards Assam, and that the local administration should be given discretion in the matter.

APPENDIX VIII.

APPENDIX VIII.

Memorandum prepared by the Government of Burma relating to the Civil Veterinary Department in Burma.

1. The present regulations as to recruitment, training and probation, and whether these regulations are satisfactory.—*Superior Staff.*—The original system of recruitment was to appoint officers with not less than 18 months' service in the Army Veterinary Department. This was discontinued in 1901, and the system of direct appointment by the Secretary of State from the English Veterinary Colleges was introduced. Candidates were required to be over 26 years of age and to possess a diploma from the Royal College of Veterinary Surgeons; they were to be on probation for five years. Rules for the officers of the Army Veterinary Department who elect for permanent employment in the Civil Veterinary Department were first published also in 1901, and have since been twice revised.

The Regulations governing admission into the Department are generally satisfactory subject to the following remarks:—

(i) The possession of a diploma in Tropical Medicine and practical experience of contagious diseases should, other things being equal, be considered as entitling a candidate to preference,

(ii) The present period of probation (five years) might be reduced to three in view of the fact that most officers join the service at the age of 26 or 27.

(iii) A thorough acquaintance with the Vernacular of the Province is a *sine qua non* for success in this Department, and it should be made an express condition of employment that no officer will be confirmed in his appointment until he has passed in the Vernacular by the Higher Standard.

Inspecting Staff.—The rules and regulations affecting this Staff are satisfactory.

The wishes of the Government of India in respect of appointing a staff of Provincial Deputy Superintendents and Inspectors were laid down in a Circular of 1904 and the Local Government's scheme which was formulated on these lines provided for the recruitment of Deputy Superintendents from the ranks of Inspectors and for the recruitment of Inspectors from:—

(i) Selected students who have passed the University Entrance examination and who would be given scholarships to enable them to undergo a training at the Lahore Veterinary College.

(ii) Selected men from the staff of Veterinary Assistants who have passed the seventh standard examination (Vernacular).

Of these only the first were to be eligible for promotion to Deputy Superintendships. The Government of India in accepting these proposals laid down the full three years' course of training and the College diploma as conditions of permanent appointment as Deputy Superintendents and Inspectors. Under this scheme three students were sent to the Bengal Veterinary College in 1907 with scholarships of Rs. 40—10—60 per mensem while seven Inspectors were appointed from among the Senior Assistants at once. Only the former Instructor at the Insein School has so far been appointed as a Deputy Superintendent.

2. The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.—The information required under this heading for the Superior and Inspecting Staffs is given in the attached statement.

Superior Staff.—A special allowance of Rs. 150 a month should be given to the officer in administrative charge of the department in each province, whatever his seniority.

Inspecting Staff.—The scale of pay provided for the officers of the Inspecting Staff is satisfactory.

3. The number of posts in each grade and the provision, if any, made in the cadre for leave and training.—The number of posts in each grade is shown in the statement mentioned above. There are five leave reserve posts in the cadre of the Superior Staff, which may be drawn upon if local arrangement cannot be made. Officers from the Inspecting Staff may be appointed to fill short leave vacancies. No provision for leave and training exists in the cadre of the Inspecting Staff.

4. What appointments outside the authorised cadre are held, temporarily or otherwise, by officers of the various Services.—None.

5. Whether any addition is required to the present cadre.—The Superior Staff consists of three officers only. If it were doubled the increased number of officers would be fully employed, and the resulting diminution of cattle mortality and the improvement in the stock of the Province generally would amply compensate for the increased cost.

Inspecting Staff.—With one exception the existing sanctioned posts in the Inspecting Staff have not yet been filled.

Statement showing the Cadre of the Superior and Inspecting Staffs of the Civil Veterinary Department, Burma, in the years 1890, 1900 and 1913.

1890.			1900.			1913.		
No.	Designation.	Pay per mensem.	No.	Designation.	Pay per mensem.	No.	Designation.	Pay per mensem.
		Rs.			Rs.			Rs.
1	Veterinary Surgeon (Mr. Evans)	450 Military pay + 250 Civil allowance	1	Veterinary Superintendent	1,100	1	Superintendent (Colonel Evans, C.I.E.)	1,220 Military pay. 500 Civil allowance
1	Assistant Veterinary Instructor (Mr. Batlivala, a Graduate of the Bombay University).	250	1	Assistant Veterinary Instructor	250 + 30 house allowance			100 additional allowance.
						2	Superintendents (Messrs. Rennie and Cameron)	500 — 40 — 1,100 Rs. 1,200 after 21st year + Burma allowance Rs. 100.
							Provincial.	
							Deputy Superintendents—	
						1	1st grade	500
						1	2nd „	400
						2	3rd „	300
						2	4th „	200
							Inspectors—	
						3	1st grade	150
						4	2nd „	125
						6	3rd „	100

APPENDIX IX.

APPENDIX IX.

Memorandum prepared by the Government of Madras relating to the Civil Veterinary Department.

History of the department up to the date of formation of the Civil Veterinary Department.—The Civil Veterinary Department was created only in 1892. Prior to this, Veterinary Surgeons were obtained from the Military Department from time to time to undertake remedial measures for dealing with outbreaks of cattle disease. In 1864-65, such a Veterinary Surgeon was engaged for the first time in connection with an outbreak of cattle disease in Kurnool and the Nilgiris. The success attained on this and subsequent occasions, with the help of the Army Veterinary Officers, was so encouraging that the Government contemplated the employment of a Surgeon with the designation of Inspector of Cattle Diseases, to be in charge of operations for the prevention of cattle diseases, but the attempt to secure the services of an officer suitable for this purpose failed, and the matter remained in abeyance till 1881. In this year the Government resolved, in view of the extreme importance of dealing with cattle diseases on a more permanent footing, to obtain a Veterinary Officer with Indian experience as teacher of Veterinary Science in the School of Agriculture at Saidapet, who might also officiate as Inspector of Cattle Diseases. The Board of Revenue was asked to advertise in the Indian papers for an officer. Subsequently, it was decided to keep the post of Teacher of Veterinary Science distinct from that of Inspector of Cattle Diseases, and a Mr. Shunker was appointed as Inspector, while the duties of the Veterinary Instructor at the College were left in the hands of a Military Veterinary Surgeon.

2. The next holder of that post, who was also borrowed from the Army, was, however, entrusted with the dual duties of Veterinary Lecturer and Inspector of Cattle Diseases, the designation of the post held by Mr. Shunker being at the same time changed into "Deputy Inspector of Cattle Diseases." These officers were assisted by a subordinate staff of Stock Inspectors, each of whom was in charge of a district and under the immediate control of the District Collectors.

3. The organisation of the Veterinary Staff came under review of the Committee appointed by Government in 1888 to inquire into the constitution and operations of the Agricultural Department. The Committee found that the system of providing a single Inspector per district was of little or no use, and recommended an immediate and large increase in the number of Inspectors, but Government, in view of the apathy of the ryots and the cost of the operations, directed that the work of attempting to combat disease directly should be given up, and that the post of Inspector of Cattle Diseases should be abolished, the services of the Stock Inspectors, being at the same time dispensed with.

4. On a perusal of the Proceedings of this Government, the Government of India, however, urged the need for the retention of the staff of the Cattle Disease Department under the direction of the Agricultural Department, with a subordinate staff of an executive character; the Government of Madras thereupon accepted this recommendation and modified their former order.

5. In 1892, at the time of the organisation of the Civil Veterinary Department by the Government of India, there were on the staff of the department in Madras one Inspector of Cattle Diseases, one Deputy Inspector of Cattle Diseases, a few Stock Inspectors in the subordinate staff (corresponding to Veterinary Assistants of the present day).

6. *Formation of the Civil Veterinary Department.*—The question of the creation of a separate Civil Veterinary Department for the whole of India had been mooted as early as 1882, but was kept in abeyance till 1891, on financial considerations. The Government of India again took up the matter in 1891, and addressed the Secretary of State in their

Despatch No. 82, dated 21st October, 1891, on the expediency of constituting a Civil Veterinary Department for the whole country. The Secretary of State sanctioned the proposal in his Despatch No. 18, dated 18th February, 1892. The superior staff of the department, as then sanctioned, consisted of 18 officers, including an Inspector-General, at their head. The staff was to be recruited from the Army Veterinary Department, and the officers were to receive the Indian pay and allowance of their military rank and a civil allowance on the scale laid down in paragraphs 18 and 19 of the Government of India Despatch No. 82 of 1891. The whole staff was to be borne on the Imperial list, but the officers were to carry out their duties under the orders of the respective local governments.

7. As already noted, there was one Army officer in Madras at the time of the constitution of the department, and he became the first Superintendent, Civil Veterinary Department, Madras. The Deputy Inspector of Cattle Diseases was thereafter designated "Deputy Superintendent, Civil Veterinary Department."

8. In 1901, a change was effected in the system of recruitment of the superior staff by obtaining officers for Civil employment from Army Veterinary Department, and the Government of India then decided that the candidates should in future be appointed by the Secretary of State direct from the English Veterinary Colleges, and rules for the recruitment of such candidates were also published. Officers of the Army Veterinary Department who elected to continue in the Civil Department do not come under these rules.

9. The Government of India, in 1905, took up the question of the general reorganisation of the department, and addressed the Secretary of State for sanction to increase the number of officers (25) on the Imperial staff of the department, in order to provide additional European officers for some of the more advanced Provinces. The scheme was accepted by the Secretary of State and the number of officers was then increased to 32 (at present 34). The increased cadre did not, however, provide for any additional officer in this Presidency. But the need of a second European Veterinary Officer was strongly felt, and, as a result of repeated requests, the Government of India sanctioned in 1909 the appointment of a second Superintendent to this Presidency. This second officer was posted as Principal of the Madras Veterinary College, under the control of the Superintendent, Civil Veterinary Department. In order, however, to avoid confusion of functions between the two officers, the Government subsequently defined the duties and responsibilities of each, and made the Principal of the College independent of the Superintendent. One is in charge of the executive branch and the other the educational branch of the department. The two officers work directly under the control of the Commissioner of Revenue Settlement, Land Records and Agriculture.

10. *Proposals of the Royal Commission on Decentralisation.*—The Royal Commission on Decentralisation suggested in paragraph 327 of their report the provincialisation of the superior officers of the Department serving in the Provinces. They stated:—

"Having regard to the local character of the Civil Veterinary work, and to the circumstance that in each Province it is under the general administrative control of the Provincial Director of Agriculture, we think it desirable that the superior Veterinary Officers serving in the Provinces should be paid by and recruited on account of the local governments, as Provincial Agricultural experts now are. This provincialising of the staff would eliminate a number of references which now have to be made to the Government of India, and would enable the Veterinary Inspector-General to become in such

APPENDIX IX. (continued).

"matters the Advising Officer of the Provincial Governments instead of being the head of a centralised controlling staff."

This suggestion was referred by the Government of India to the local governments for opinion. The Government of Madras in replying to their reference observed as follows:—

"So far as this Presidency is concerned no difficulty has up till now arisen from the fact that the two superior officers of the Civil Veterinary Department in this Presidency . . . are borne on a single Imperial list and are paid from Imperial revenues. This Government are of opinion that, unless the staff of the Civil Veterinary Department is materially increased, a system of direct recruitment for Provincial appointments is undesirable . . . As regards the question of pay of these officers, His Excellency the Governor in Council is of opinion that, so long as the Government of India control the recruitment and posting of officers of the Civil Veterinary Department, it is desirable, as the Government of India recognise, that the cost should continue to be debited to Imperial revenues."

The Government of India, after ascertaining the views of the local governments, decided not to disturb the existing arrangements under which the superior offices were borne on the Imperial list and were paid from Imperial revenues. The question of provincialising the pay of the veterinary officers is again engaging the attention of the Government of India.

11. *Recruitment.*—When the Civil Veterinary Department was constituted in 1892, the Government of India laid down that as a rule the superior grades of the Department should be filled by European officers who should supervise and control the subordinate native agency employed on the bulk of the work of the Department. The Government of India also expressed the opinion that the European element in the service was indispensable, but that the possible expansion, in the number of European officers which, with the growth of responsibilities, may be demanded by Local Governments, might be confined within the narrowest limits by the employment of the educated natives of the country to relieve the labours of the European staff. The Government of India again reiterated the same policy in 1904 in the following terms:—

"While we desire to confine the European staff within the narrowest limits consistent with securing the efficient working of the Department and to employ the assistants trained in our Veterinary Colleges as far as is possible in the circumstances of each Province, we feel no doubt that for the present and for a good many years to come the superior supervising staff must as a rule be European."

12. *General remarks.*—The rules regarding pay, allowances, etc., applicable to Army Veterinary officers of the Civil Veterinary Department are different from those applicable to Civilian officers of the Department.

13. The salary* of Army Department officers consists of the Indian Military pay and allowances of rank and the staff or civil allowances according to a prescribed scale. Travelling allowances are granted under the Civil Service Regulations. Leave and leave allowances are regulated by the rules in the Civil Service Regulations applicable to Military officers subject to the Civil Leave rules with certain special conditions. Military officers may retire at 20 years' service. The rules in the Civil Service Regulations relating to the compulsory retirements of Military officers in Civil employ upon attaining the age of 55 years apply to Army officers in Civil Veterinary Department. Officers in the Civil Veterinary Department are debarred from private

practice without the permission of the Local Government under which they serve.

14. The Civilian officers of the Department are debarred from private professional practice. The pay of these officers is fixed at Rs. 500 per mensem on arrival in India, rising by Rs. 40 each year to Rs. 1,100 a month, which rate will continue from the beginning of the sixteenth to the end of the twentieth year of service; after the beginning of the twenty-first year, Rs. 1,200 per mensem. All officers, Military and Civil, get exchange compensation allowance. Appointments of Civilian officers are made on probation for five years and subject to such rules as the Government of India may lay down in regard to qualification in the vernaculars. Officers who, after satisfactory completion of the probationary period, remain in the service of the Government of India will become entitled to the benefit of the leave and pension rules for European officers contained in the Indian Civil Service Regulations and will reckon service for leave and pension from the date of arrival in India on first appointment. Retirement is obligatory at 55 years of age.

15. The study leave rules for scientific departments are also applicable to officers of the Civil Veterinary Department. Every officer of the Civil Veterinary Department is required to pass an examination in the vernacular of the province in which he is serving within two years of the date on which he is posted to the province. Officers serving in Madras are required to pass in either Tamil, Telugu or Hindustani as the Government may decide; failure to pass entails loss of appointment.

16. The Principal of the College is allowed in addition to his pay a local allowance of Rs. 100 per mensem and a house-rent allowance of Rs. 50 per mensem debitable to Provincial revenues until he is provided with free quarters. The Superintendent is also granted a house-rent allowance of Rs. 50 per mensem. The Imperial officers of the Department are liable to transfer from one province to another. All questions affecting their appointment, promotion, leave for more than six months (for less than six months also if a substitute is required), transfer and retirement are dealt with by the Government of India in the Department of Revenue and Agriculture.

PROVINCIAL SERVICE.

17. A scheme for the organisation of a staff of local Cattle Disease Inspectors was formulated in 1878, but allowed to remain in abeyance until 1882, when the subordinate staff was first recruited. This staff comprised nine Inspectors to start with and was employed under the Inspector and Deputy Inspector of Cattle Diseases.

18. The Provincial supervising staff consisted of only one Deputy Inspector of Cattle Diseases until 1887. In that year a proposal was made to combine the functions of the superior officers of both the Veterinary and Agricultural branches of the Agricultural Department, so as to allow of better results being obtained with the small staff then available; but the only change effected was the appointment of a Sub-Assistant Director of Agriculture who was practically an Assistant to the Inspector of Cattle Diseases, but was also available for agricultural work on special occasions. The same staff continued until 1892 when the Civil Veterinary Department was constituted, and even then no actual change was effected except that the designation of the Deputy Inspector was changed to that of "Deputy Superintendent, Civil Veterinary Department."

19. After the constitution of the Civil Veterinary Department the Government of India themselves took up the question of subordinate veterinary establishment required to help the European Veterinary officers appointed to each province. They formulated schemes, one in 1893 and another in 1895, both of which were, in the opinion of the Madras Government, not suited to the circumstances of this Presidency. On a further reference from the Government of India in 1899, it was finally decided to retain the appointment of Deputy Superintendent and to add two Senior Veterinary Assistants (afterwards called Inspectors). The Government of India agreed to this arrangement. But

* The scale of pay is as follows:—

	Indian pay and allowances.	Civil allow- ance.
Major—	Rs.	Rs.
After 15 years' total service	750	350
After 17½ years' total service	750	400
After 5 years' service as such	800	500
Lieutenant-Colonel	1,120	500
Colonel	1,220	500

APPENDIX IX. (continued).

the post of the Deputy Superintendent was allowed to remain vacant from 1901 owing to the paucity of trained hands competent to fill it. In 1904 the question of the development of the Civil Veterinary Department engaged the attention of this Government with reference to certain suggestions of the Supreme Government, and proposals were submitted in 1905 to the Government of India for the reorganisation of the Department. The scheme provided for the appointment of—

3 Deputy Superintendents	...	
15 Veterinary Inspectors	$\left\{ \begin{array}{l} 6 \text{ in the first grade} \\ 9 \text{ in the second grade} \end{array} \right.$	Provincial service.
132 Veterinary Assistants	$\left\{ \begin{array}{l} 13 \text{ in the first grade} \\ 40 \text{ in the second grade} \\ 79 \text{ in the third grade} \end{array} \right.$	Subordinate service.

This scheme was sanctioned by the Secretary of State in his despatch No. 57 (Revenue), dated 26th April, 1907.

20. *Recruitment and training.*—Up to 1895 there was no recognised system followed by Government; but there was no bar to the appointment of Indians. In 1895 the Government of India proposed that a complete scheme of Senior Veterinary Assistants should be organised in each Province. This was not, however, adopted. In 1904 the Government of India suggested, with a view to afford relief to the Imperial officers, the employment of indigenous agency, and observed as follows:—

“The Secretary of State has recently urged upon the Government of India the desirability of employing as far as possible the cheaper agency of native Veterinary Graduates. . . . It appears to the Government of India, therefore, that the system on which the Veterinary Department should in future be developed is that each Province should have one, or in the case of larger Provinces, two European Superintendents drawn from the Imperial staff, and that this staff should be supplemented by the appointment of Native Assistants as ‘Deputy Superintendents.’ The men would be specially selected Veterinary Graduates with a thorough knowledge of English and good educational qualifications. They would be capable of filling the important subordinate appointments at the Veterinary Colleges.” The Madras Veterinary College was established in 1903, and a diploma awarded to students after a three years’ course at the College is a necessary preliminary to appointment to the rank of Inspector. Appointments to Inspectors’ grade are made mainly by promotion from the subordinate service, while Deputy Superintendent’s posts are intended to be filled either by direct recruitment or by promotion from among the Inspectors. One of the three sanctioned posts of Deputy Superintendents is now held by an Indian—a graduate of the Bombay Veterinary College—who was promoted from the grade of a Veterinary Inspector. There are an Assistant Principal and three lecturers at the College. The Assistant Principalship is a gazetted appointment. The Assistant Principal is placed on the same status as Deputy Superintendents. The present incumbent is a student of the Bombay Veterinary College. He was previously employed as Veterinary Overseer in the Remount Department, United Provinces of Agra and Oudh.

Organisation.—The Deputy Superintendents, the Inspectors, and teaching assistants at the College are all paid from Provincial funds. The executive staff is under the direct control of the Superintendent, Civil Veterinary Department, and the teaching staff under the Principal.

Numbers and pay.—The strength of the Department on 1st April, 1887, was—

One European Inspector of Cattle Diseases on Rs. 800 (no longer on the Provincial List).

One European Deputy Inspector of Cattle Diseases on Rs. 300.

Twenty-three Local Cattle Disease Inspectors (on pay* ranging between Rs. 50 and Rs. 100).

The present strength is—

Staff contemplated.	Staff on 1st April, 1913.
Three Deputy Superintendents (200–25–400).	One Deputy Superintendent.
Fifteen Inspectors	Seven Inspectors.
$\left\{ \begin{array}{l} \text{Six in the first grade.} \\ \text{Rs. 100–4–120; nine} \\ \text{in the second grade,} \\ \text{Rs. 85–3–100.} \end{array} \right.$	

The staff employed on teaching in the college is as under:—

One Assistant Principal on Rs. 200–25–400.

First Lecturer on Rs. 120–8–200.

Second „ on „ 100–5–150.

Third „ on „ 80–4–120.

The posts of Deputy Superintendents, Inspectors and Teaching Assistants are held by Indians.

Leave and pension rules.—The ordinary Indian Service leave and pension rules of the Civil Service Regulations apply to the Provincial Service.

II.

[Additional statement called for in the Joint Secretary's letter dated 1st August, 1913.]

INDIAN CIVIL VETERINARY DEPARTMENT.

1. *The present regulations as to recruitment, training, and probation, and whether these regulations are satisfactory.*—(a) The present system of recruitment is satisfactory.

(b) In the past there has been difficulty in arranging for an officer to become familiar with the actual conditions of the country and to acquire some knowledge of general administration, owing to the fact that by reason of the paucity of the leave reserve he is very often drafted into executive posts soon after his arrival. It would be advantageous if this could be remedied.

(c) The present period of probation may be reduced to three years.

2. *The rates of pay and allowances in force in 1890 and 1900 and at the present time, and whether the present rates of pay and allowances are satisfactory.*—

1890.

One Inspector of cattle diseases, Rs. 550 (now Superintendent, Civil Veterinary Department), house rent allowance, Rs. 50 per mensem.

1900.

One Superintendent, Civil Veterinary Department, Rs. 650 with exchange compensation allowance (Rs. 450 per annum) and house rent allowance, Rs. 50 per mensem.

1913.

Rs. 500–40–1,100; after the beginning of the twenty-first year, Rs. 1,200 a month; also draws exchange compensation allowance. (This rate applies to Superintendent, Civil Veterinary Department, and Principal, Veterinary College.) Principal gets Rs. 100 local allowance, and Rs. 50 house rent allowance. The Superintendent gets only Rs. 50 house rent allowance.

The allowances are satisfactory.

3. *The number of posts in each grade and the provision, if any, made in the cadre for leave and training.*—There are no grades. The Superintendent and the Principal are the only two officers serving in this Province. Leave and training are arranged for by the Government of India.

4. *What appointments outside the authorised cadre are held, temporarily or otherwise, by Officers of the Service.*—No appointments are so held.

5. *Whether any addition is required to the present cadre.*—A second Superintendent may be required as soon as the operations of the Department expand.

PROVINCIAL SERVICE.

(i) The need for recruitment of Deputy Superintendents is beginning to be felt. It is

* Aggregate pay Rs. 17,260.

APPENDICES IX. (continued) AND X.

under contemplation to institute a post-graduate course at the Veterinary College for the purpose. Until the results of the experiment are known, it seems premature to consider the matter. The same remark applies to the training and probation of Deputy Superintendents.

(ii)—

1890.

One Deputy Inspector, Rs. 300.

1900.

One Deputy Superintendent, Rs. 150—10—200.

1913.

(1) Deputy Superintendent, Rs. 200—25—400.

(2) Assistant Principal, Madras Veterinary College, Rs. 200—25—400.

(3) Veterinary Inspectors, first grade, Rs. 100—4—120. Second grade, Rs. 85—3—100.

The rates of pay would seem to be sufficient.

(iii)—

	Sanc- tioned cadre.	Number now employed.
Deputy Superintendents ...	3	1
Assistant Principal graded with Deputy Superintendents ...	1	1
Veterinary Inspectors—		
First grade ...	6	2
Second „ ...	9	5

No provision exists in the cadre of Deputy Superintendents and Inspectors for leave and training. The Inspectors are, however, recruited from among the Veterinary Assistants, in which class 22 posts have been created as reserve for leave and other contingencies.

(iv) There is an appointment of Special Veterinary Inspector in the Forest Department to which the Assistants and Inspectors of the Civil Veterinary Department can aspire. It is at present held by an Inspector of the Civil Veterinary Department.

(v) No additions are at present necessary.

APPENDIX X.

Memorandum prepared by the Government of Bombay relating to the Civil Veterinary Department.

1. *The present regulations as to recruitment, training and probation.*—(a) *Rules for the officers of the Army Veterinary Department in the Civil Veterinary Department.*—1. The selection of officers for particular appointments will be made by the Government of India.

2. An officer who accepts permanent appointment in the Civil Veterinary Department elects for continuous Civil employment in India.

3. Officers of the Civil Veterinary Department will be liable to transfer from one appointment to another or from one province to another. They will be under the control of the Local Government under which they are serving for the time being.

Rules for the civilian members of the Indian Civil Veterinary Department.—1. The officers of the Indian Civil Veterinary Department perform or supervise all official veterinary work in India, other than that of the Army, and are debarred from private professional practice in India. Their duties may be divided into three classes under the following heads:—

(a) Educational work in Veterinary Colleges;

(b) Horse and mule breeding;

(c) Cattle disease and cattle breeding.

2. Appointments to this Department are made by the Secretary of State for India, and applications regarding them should be addressed to the Revenue Secretary, India Office, London, S.W.

3. Candidates must not (except on special grounds to be approved by the Secretary of State) be over 26 years of age and must possess a diploma from the Royal College of Veterinary Surgeons. Evidence of a knowledge of bacteriology and of capacity for carrying out original research will be specially taken into account in estimating the claims of candidates. Good health, a sound constitution, and active habits are essential, and candidates must be certified by the Medical Board of the India Office to be physically fit for service in India.

4. Appointments will be made on probation for five years. Officers may be required from time to time to qualify in the vernacular language of the province within two years from the date of arrival in India, and in the event of transfer from one province to another, within two years from date of transfer.

(b) *Rules for the examination of officers of the Civil Veterinary Department in the Vernacular language.*—

1. An officer of the Civil Veterinary Department must pass an examination by the Lower Standard in the vernacular of the province in which he is serving within 18 months of the date of his final election for Civil employ, or of the date on which he is posted to the province, whichever is later.

Within three years of this date he must also pass a further examination in the vernacular of his province by the Higher Standard, unless he joined the Civil Veterinary Department before July, 1895. Failure to pass within the prescribed period will, in the absence of special orders to the contrary, entail loss of Civil allowances. But the Local Government may extend the period for passing.

2. The Lower and Higher Standards in vernacular shall ordinarily mean the Lower and Higher Standards in Hindustani prescribed by Army Regulations, India, Volume II. The Higher Standard examination shall include ability to transliterate from Persian into Nagri and vice versa.

(c) As at present advised, Government consider that the regulations as to recruitment, training, and probation for the Civil Veterinary Department are satisfactory.

2. *The rates of pay and allowances in force in 1890 and 1900 and on 1st April, 1913, respectively.*—(a) These dates are not suitable for the Civil Veterinary Department. The Department commenced in 1892-93; new terms were issued in 1901 both for Military men and Civilians, and the terms for Military men were revised in 1908. It has been considered advisable to alter the dates to 1892, 1901, and 1st April, 1913.

(b) (1) In 1892 the following rates were in force for Military officers. These terms were issued for general information in 1895, but the rates of pay and allowances were in force from 1892:—

	Indian Military pay and allowances.	Civil allowances.	Total.
<i>Veterinary Lieutenant—</i>	Rs.	Rs.	Rs.
Under five years' service	400	150	550
After five years' service	450	200	650
After ten years' service	500	250	750
<i>Veterinary Captain—</i>	600	300	900
After five years' service	650	350	1,000
in that class			
<i>Veterinary Major—</i>			
After ten years' service	750	400	1,150
as Veterinary Captain			

The salary and rank of the Inspector-General of the Civil Veterinary Department corresponded with those of the Principal Veterinary Officer in India, his total emoluments being Rs. 1,620 a month irrespective of rank in the Army (*vide* rules for the Civil Veterinary Department published in Govern-

APPENDICES X. (continued) AND XI.

ment of India Resolution No. 10—59-5, dated 28th June, 1895).

At that time Lieutenants became Captains after 10 years; Captains became Majors after 20 years (*vide* Classified List of Officers of the Civil Veterinary Department, dated 1st January, 1899).

(2) The following was the scale of pay for Military Officers of the Civil Veterinary Department sanctioned in 1901 (*vide* Government Resolution, Revenue Department, No. 6194, dated 3rd September, 1901, and its accompaniments):—

	Indian Military pay and allowances.	Civil allowances.	Total.
<i>Veterinary Lieutenant—</i>	Rs.	Rs.	Rs.
Under five years' service	400	150	550
After five years' service	450	200	650
After ten years' service	500	250	750
<i>Veterinary Captain—</i>	600	300	900
After five years' service as such.	650	350	1,000
<i>Veterinary Major—</i>			
After ten years' service as Veterinary Captain.	750	400	1,150
After five years' service as Veterinary Major.	750	500	1,250
<i>Veterinary Lieut.-Colonel</i>	1,020	500	1,520

The pay of the Inspector-General of the Civil Veterinary Department was fixed at Rs. 1,800 a month irrespective of rank.

At that time Lieutenants became Captains after 10 years' service, and Majors after 20 years' service (*vide* Classified List of 1st July, 1902).

(3) The following is the scale of pay sanctioned by the Secretary of State in 1908, superseding a similar scale which was sanctioned in 1905, which in its turn superseded the scale of 1901 (*vide* Government Resolution, Revenue Department, No. 3419, dated 1st April, 1908). This scale was in force on 1st April, 1913, except that the Inspector-General's appointment had been abolished:—

	Indian Military pay and allowances.	Civil allowances.	Total.
<i>Lieutenant—</i>	Rs.	Rs.	Rs.
Under five years' service	480	150	630
<i>Captain—</i>			
After five years' total service.	570	200	770
After seven and a half years' total service.	570	300	870
After ten years' total service.	650	300	950
After twelve and a half years' total service.	650	350	1,000
<i>Major—</i>			
After fifteen years' total service.	750	350	1,100
After seventeen and a half years' total service.	750	400	1,150
After five years' service as such.	800	500	1,300
<i>Lieut.-Colonel</i> ...	1,120	500	1,620
<i>Colonel</i> ...	1,220	500	1,720

The pay of the Inspector-General, Civil Veterinary Department, was fixed at Rs. 2,000 a month irrespective of rank.

At present all the Majors in the Department have obtained their majority at 15 years' service and all Lieutenant-Colonels at 25 years' service or under.

(c) In 1892 there were no Civilians in the Department. The scale of pay for Civilians in 1901 was:—

Rs. 500—40—1,100 for the first 15 years.

After twentieth year—Rs. 1,200.

The scale laid down in 1901 was still in force on 1st April, 1913, except that the Inspector-General's appointment was abolished.

(d) Government reserve their opinion on the question whether the present rates of pay and allowances are satisfactory.

3. The number of posts in each grade and the provision, if any, made in the cadre for leave and training.

—(1) Among the Military men the pay is according to rank, and the numbers in each grade are governed by paragraph 3 of the rules for the officers of the Army Veterinary Department who were elected for permanent appointment in the Civil Veterinary Department (*vide* accompaniments to Government Resolution, Revenue Department, No. 3419, dated 1st April, 1908). It is laid down that not more than three officers, excluding the Inspector-General, will hold the rank of Colonel and Lieutenant-Colonel at the same time. The number in the rank of Major is unlimited.

(2) There are no grades for Civilian members of the Department.

(3) The number of appointments is as below:—

2 Superintendents (Military).

1 Principal (Civilian).

1 Assistant Principal (Civilian).

(4) The provision for leave reserve is five as sanctioned by the Secretary of State (*vide* Government Resolution, Revenue Department, No. 5720, dated 12th June, 1906, and its accompaniments).

4. What appointments outside the authorised cadre are held temporarily or otherwise by officers of the various services?—Nil.

(b) THE SUBORDINATE CIVIL VETERINARY SERVICE.

1. Deputy Superintendents are, as a rule, appointed by Government from the ranks of the Veterinary Inspectors. These officers are permitted to rejoin the Veterinary College for further studies. No period of probation is fixed.

2. These appointments were not in existence in 1890 and 1900. On 1st April, 1913, the rates of pay were as follows:—

	Rs.
First Grade ...	400
Second Grade ...	350
Third Grade ...	275
Fourth Grade ...	200

3. The number of posts in each grade is as below:—

	Rs.
3 Deputy Superintendents, fourth grade ...	200
2 do. third grade ...	275
2 do. second grade ...	350
1 Deputy Superintendent, first grade ...	400

Three posts—one in the first grade, one in the second grade and one in the fourth grade—are vacant. The cadre provides for four appointments at the Veterinary College and four appointments for district work. No provision is made in the cadre for leave and training.

4. No appointments are held outside the authorised cadre by officers of this department.

5. Government consider that no addition is required to the cadre of the Civil Veterinary Department, so far as can be seen at present.

APPENDIX XI.

Memorandum prepared by the Administration of the Central Provinces and Berar relating to the Veterinary Department.

1. Recruitment, training, and probation.—(a) Imperial Service.—Appointments are made by the Secretary of State from the members of the Royal College of Veterinary Surgeons under regulations

which apply to all the Provinces of India alike. The conditions of service are given in the Government of India Revenue and Agriculture Department's Memorandum on this Department.

Appointments were, until 1901, made entirely from the ranks of the Army Veterinary Department.

The Veterinary Assistants are trained at the Veterinary Colleges of Bombay, Calcutta, or Lahore, and a limited number of scholarships are granted each year to enable men to undergo the necessary training.

2. *Pay and allowances.*—(a) *Imperial Service.*—These are detailed in the Government of India's Memorandum on this Service referred to above.

The pay of officers is—

Rs

From the 1st to the 15th year	ns.
of service	500—40—1,100
From the 16th to the 20th year	1,100
From the 21st year	1,200

(b) *Provincial Service*.—The Provincial Branch of the Service was completely reorganised, with a greatly increased cadre, and improved pay, in 1913. The sanctioned rates of pay are as follows:—

Deputy Superintendents.

Rs. 150—10—250, and then

Rs. 250—20—400.

It is open to the Administration to declare that

Veterinary Inspectors.

Rs. 100—10—150.

Until 1913 the sanctioned rate of pay for Inspectors was Rs. 80—10—150.

3. *The number of posts in each grade and the provision for leave and training.*—(a) *Imperial Service.*—There is only one officer permanently posted to the Provinces, namely, the Superintendent of the Department, but occasionally, as at present, there is an additional Superintendent.

The leave reserve required is too small to be maintained separately for each Province, and is, therefore, managed by the Government of India.

(b) *Provincial Service*.—There are no grades, and pay, as above indicated, is on a time scale.

There are at present two Deputy Superintendents appointed out of the cadre of six which has been sanctioned. There is no leave or training reserve.

There are eight Veterinary Inspectors, and 22 such posts have been sanctioned.

4. *Appointments outside the authorised cadre.*—Nil.

5. *Additions to the cadre.*—(a) *Imperial Service.*—In no Department, perhaps, has work increased so rapidly as in the Veterinary Department. The Government of India have several times posted a second Superintendent to the Provinces, and at the present time there are two Superintendents. It is, however, a matter of the greatest urgency that there should be two Superintendents permanently posted to the Provinces, and the Government of India have more than once been asked to sanction this measure. The Chief Commissioner thinks that in the near future a staff of three superior officers will be the minimum that can meet the needs of the Provinces.

(b) *Provincial Service.*—The cadre sanctioned in 1913 provides for 6 Deputy Superintendents and 22 Inspectors. It is not intended that the whole of this staff shall be entertained at once; neither the men nor the funds are available. No further additions to the sanctioned cadre are needed at present.

Statement of the Civil Appointments on Rs. 200 a Month and over held by Europeans, Anglo-Indians, and Indians on the 1st April, 1913, in the Civil Veterinary Department (Appointments under the Government of India).

[illegible]

APPENDIX XIII.

APPENDIX XIII.

Statement (with details by Provinces) of the Provincial Establishment of the Civil Appointments on Rs. 200 a Month and over held by Europeans, Anglo-Indians, and Indians on the 1st April, 1913, in the Civil Veterinary Department.

TOTAL STATEMENT.

Pay.	Number of Employees in each Grade or Class.															
	Total.	Europeans.	Anglo-Indians.	Hindus (including Sikhs and Parsis).										Muhammadans.	Indian Christians.	Buddhists.
				Brahmans (including Shenvis).	Kshatryas.	Kaiyasthas (including Prabhus).	Baniyas and Vaisyas.	Sudras.	Other Hindus (i.e., other than those shown in cols. 6 to 9).	Total Hindus (cols. 5 to 10).	Sikhs.	Parsis.	Total Hindus, Sikhs and Parsis (cols. 11 to 13).			
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
Rs.																
200—300	12	—	—	—	1	—	—	1	1	3	—	3	6	5	1	—
300—400	2	—	1	—	—	—	—	—	—	—	—	—	—	1	—	—
400—500	2	1	—	—	—	—	—	—	—	—	—	1	1	—	—	—
500—600	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
600—700	1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	11	11	—	—	—	—	—	—	—	—	—	—	—	—	—	—
800—900	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	4	4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,200—1,400	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,400—1,600	3	3	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,800—2,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total ...	44	28	2	—	1	—	—	1	1	3	—	4	7	6	1	—

DETAILS BY PROVINCES.

I.—Madras.

Rs.																
200—300	1	—	—	—	—	—	—	—	1	1	—	—	1	—	—	—
300—400	1	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—
700—800	2	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total ...	4	2	1	—	—	—	—	—	1	1	—	—	1	—	—	—

II.—Bombay.

Rs.																
200—300	5	—	—	—	—	—	—	—	—	—	—	3	3	1	1	—
300—400	1	—	—	—	—	—	—	—	—	—	—	—	—	1	—	—
800—900	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
900—1,000	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,600—1,800	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total ...	9	3	—	—	—	—	—	—	—	—	—	3	3	2	1	—

III.—Bengal.

Rs.																
200—300	2	—	—	—	1	—	—	1	—	2	—	—	2	—	—	—
400—500	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
500—600	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
1,000—1,200	1	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total ...	5	3	—	—	1	—	—	1	—	2	—	—	2	—	—	—

[illegible][illegible][illegible][illegible][illegible][illegible]

APPENDICES XIV. AND XV.

APPENDIX XIV.

Regulations for appointment to the Indian Civil Veterinary Department.

1. The officers of the Indian Civil Veterinary Department perform or supervise all official veterinary work in India other than that of the Army, and are debarred from private professional practice in India. Their duties may be divided into three classes, under the following heads:—

- (a) Educational work in veterinary colleges.
- (b) Horse and mule breeding.
- (c) Cattle disease and cattle breeding.

2. Appointments to this Department are made, as vacancies occur, by the Secretary of State for India, and applications regarding them should be addressed to the Revenue Secretary, India Office, London, S.W.

3. Candidates must not (except on special grounds to be approved by the Secretary of State) be over 26 years of age, and must possess a diploma from the Royal College of Veterinary Surgeons. Evidence of a knowledge of bacteriology, and of capacity for carrying out original research, will be specially taken into account in estimating the claims of candidates. Good health, a sound constitution, and active habits are essential, and candidates must be certified by the Medical Board of the India Office to be physically fit for service in India.

4. Pay will be as follows:—On arrival in India Rs. 500 a month, rising by Rs. 40 each year to Rs. 1,100, which rate will continue from the beginning of the 16th to the end of the 20th year of service; after the beginning of the 21st year Rs. 1,200 a month.

Extra allowances of Rs. 100 to Rs. 200 a month are attached to certain appointments, and house rent is allowed in certain cases.

5. Appointments will be made on probation for five years. Officers may be required from time to

time to qualify in the vernacular language of the province within two years from the date of arrival in India, or, in the event of transfer from one Province to another within two years from date of transfer.

6. On appointment a free first-class passage to India will be granted, subject to the condition that its cost shall be refunded in the event of an officer resigning the Service, on grounds other than certified ill-health, within five years from the date of his arrival in India. If on the expiry of the five years of probation the officer's Service is determined, or if he is compelled by certified ill-health to resign the Service before such expiry, he will be provided with a free first-class passage back to England.

7. Officers who, after satisfactory completion of the period of probation, remain in the service of the Government of India, will become entitled to the benefit of the Leave and Pension Rules for European officers contained in the Indian Civil Service Regulations (regarding which information can be obtained from the Revenue Secretary, India Office, London, S.W.), and will reckon service for leave and pension from the date of arrival in India on first appointment. Retirement is obligatory at 55 years of age.

8. Officers will be required to make provision for their families by subscribing to a Provident Fund under such regulations as Government may from time to time lay down.

9. Each officer will be required, before leaving this country, to enter into an agreement with the Secretary of State for India embodying the conditions of his appointment.

India Office, June, 1912.

APPENDIX XV.

Officials and non-officials who furnished written Evidence to the Royal Commission in connection with their enquiry into the Civil Veterinary Department but who were not orally examined.

- | | |
|--|---|
| 1. C. W. Willson, Esq., Offg. Superintendent, Civil Veterinary Department, United Provinces. | 6. F. Ware, Esq., Superintendent, Civil Veterinary Department, Madras. |
| 2. Lieut.-Col. G. H. Evans, Superintendent, Civil Veterinary Department, Burma. | 7. Major F. S. H. Baldrey, F.R.C.V.S., D.V.H., Superintendent, Civil Veterinary Department, Central Provinces. |
| 3. W. Harris, Esq., M.R.C.V.S., Superintendent, Civil Veterinary Department, Assam. | 8. N. D. Dhakmarwala, Esq. (1st Professor), V. E. Vakhara, Esq. (2nd Professor), and P. Miranda, Esq. (Assistant Professor), Bombay Veterinary College. |
| 4. D. Quinlan, Esq., Superintendent, Civil Veterinary Department, Bihar and Orissa. | 9. Major W. O. Dawson, Superintendent, Civil Veterinary Department, Central Provinces. |
| 5. The Chief Justice of Madras and 22 other gentlemen. | |

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